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ABSTRACT

A report to the Mayor from the Advisory Commission on Postsecondary Education, focusing on improving public postsecondary education in the District of Columbia, is presented. The three issues involved are: (1) many postsecondary education services are being offered by many different agencies and institutions in the city, but there is no one central entity charged with coordinating and developing them; (2) policy and plans for public postsecondary education have been developed in an ad hoc fashion, and they have generally not evolved within a comprehensive plan that would allow orderly and productive change; and (3) one major concern for most of those who testified before the Commission was the plight of children who are dropping out of the educational system at an early age. Challenges addressed include preventing dropouts, providing opportunity ladders up from poverty, making occupational and social mobility possible, reducing income and class differences, responding to the District's employment needs, and succeeding through education. Recommendations by the Commission include establishing an education commission or board to coordinate education policy development, reorganizing the postsecondary functions that are now within several agencies into one statewide office, developing a comprehensive system of public postsecondary education under the Board of Trustees of the University of the District of Columbia, and developing a plan to publicize the achievements of the District's educational institutions. Contains about 105 references. (SM)

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The Urgent Challenge

Educational Excellence For All

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The Mayor's Advisory Commission
On Postsecondary Education

HE 022 001

The Urgent Challenge:

Educational Excellence For All

Final Report of

The Mayor's Advisory Commission
on Postsecondary Education

Presented to:

Marion Barry Jr.
Mayor
District of Columbia
November 1988

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16 November 1988

The Honorable Marion Barry Jr.
Mayor
The District of Columbia
The District Building
Washington, D.C. 20004

Dear Mayor Barry:

The Advisory Commission on Postsecondary Education herewith submits its report, directed toward improving public postsecondary education in the District of Columbia.

You appointed the Commission in November 1987 and charged it with developing a policy framework for planning a comprehensive system of public postsecondary education. The Commission was asked to engage representatives from all segments of the community in a dialogue about the District's educational system in general, and about postsecondary education in particular. Accordingly, in our early meetings and in our public hearing, we heard reports and testimony from local and national education leaders, students, teachers, parents, administrators, clergy, and other concerned citizens.

As we proceeded, it became clear that many expected the Commission to resolve a host of issues and address an abundance of specific concerns. We see this air of rising expectations as a sign that the public is prepared to support initiatives that will bring about positive change. The Commission recognizes that its role is not to make specific recommendations about programs, administration or management, but rather to suggest a mechanism and a process by which orderly, planned changes may occur.

Three issues were frequently discussed:

- Many postsecondary education services are being offered by many different agencies and institutions in the city. There is no one central entity charged with 1) coordinating these services, 2) distributing information about them, or 3) developing comprehensive policy or long-range plans for the city's educational system.
- Policy and plans for public postsecondary education have been developed in an *ad hoc* fashion. New initiatives have originated in the Council of the District of Columbia, the executive branch, in Congress, or in other institutions within the community. They have generally not evolved within a comprehensive plan for public postsecondary education that would allow orderly and productive change.
- One major concern for most of those who testified before the Commission was the plight of children who are dropping out of the educational system at an early age. The Commission committed itself early in its deliberations to making suggestions to address this issue. The relationship between the public schools and the public postsecondary educational system was a focal point in its discussions.

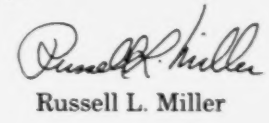
Our report and suggestions consider these three primary concerns, not to the exclusion of others, but as a way to facilitate the development of effective plans to address a host of related issues.

We hope that this report will be a catalyst for the development of a comprehensive system of public postsecondary education that provides the widest range of education, training, and self-development opportunities for District residents. We also hope that it will spark a discussion about the future of the many young people who drop out of the educational pipeline. Finally, we hope the report will encourage all segments of the community to work together in a climate of higher expectations and support our education leaders as they plan for the future.

We submit this report with a request that the community be engaged in a process of dialogue that will lead to implementation of the recommendations. We commend you for your commitment to education and for insisting that the community become more involved in discussing the future of education in the District of Columbia.

Yours truly,

Rafael L. Cortada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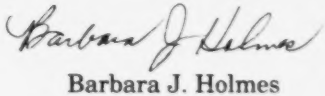
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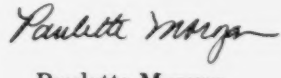
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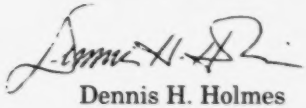
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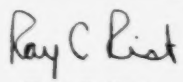
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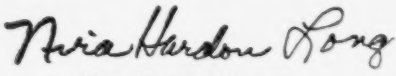
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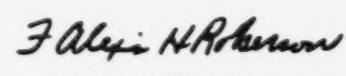
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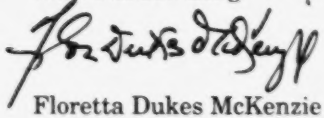
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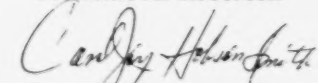
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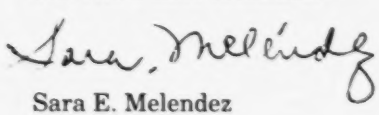
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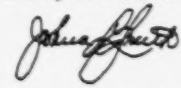

Joshua L. Smith

J. Herman Blake

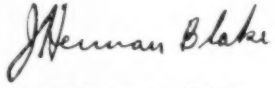
Foreword

The quest for excellence in education has been one of the most enduring challenges of modern times. Since the time of Sputnik, America's educational system has been challenged to respond to an increasingly more complex society. The demographics of the United States have changed dramatically. An increasing number of Americans are minority, and many are in the lowest income brackets. Most jobs now demand skills and knowledge requiring education and training beyond the high school level. People may change jobs as often as 10 times during a lifetime. Other nations now compete effectively with the United States in the world's markets. Advanced communications have made an abundance of information readily accessible and have brought the nations of the world into a global information network.

These changes have been catalogued in a series of reports, *Excellence in Higher Education*, *A Nation at Risk*, *All One System*, *One Third of a Nation*, *Workforce 2000*, *Involvement in Learning*, and *Building Communities: A Vision for a New Future*, to name just a few. The emphasis of these and many other studies has been reform, and each has proposed changes in the systems providing public education to meet the emerging needs and new challenges facing Americans as we prepare to enter the 21st century. While recognizing the achievements the nation's educational systems have made in the past four decades, these reports call upon Americans to expand their horizons and formulate new goals. The reports have framed the debate about the future of education in the United States.

The national trends documented by these studies in many ways do not differ markedly from developments in the District of Columbia. From all of the research, testimony, and reports studied by this Commission, a few key issues come to the forefront. One persistent underlying theme in much of the dialogue about education nationally and locally is how to improve our educational systems so they may become the vehicle for those with low incomes—disproportionately minorities—to move through the educational system to become productive citizens. It is important for our educational systems to become as inclusive as possible. In the process, all citizens will improve their economic station in life, and the creative, humanistic, and intellectual qualities of individuals can be enhanced.

For this to occur in the District of Columbia, all segments of the community must work together for our mutual benefit. The Commission recognizes that its work is just one part of what must be a much larger undertaking for there to be positive, meaningful change. But the Commission also finds there to be an air of expectation that we can succeed and a readiness to do whatever is necessary to help bring about change. So from these humble beginnings and with the support from the community, we can move forward toward the realization of a future based on a new vision that includes educational opportunity and excellence for all.



J. Herman Blake

Chair

Executive Summary

The Mission

Although we may not know what will happen in 10 or 20 years or in a century, that should not deter us from planning for orderly change to meet emerging needs and new challenges. The extent to which we can shape a framework that enables new generations to respond systematically to new conditions will determine the success or failure of future endeavors. Careful planning can enhance the chances for the success of a project.

When Mayor Marion Barry Jr. established the Advisory Commission on Postsecondary Education in November 1987, he asked it to design a framework for planning and policy formulation, and he insisted that it do so in consultation with representatives from all sectors of the community. The Mayor asked the Commission to "engage in a process of deliberation that is open, that is objective, and that considers all aspects of postsecondary education in the District of Columbia. First and foremost," he said, "I am asking that the Commission hear from all interested citizens." Most effective plans are based on appropriate assessments. In this case, the request was that the Commission not only review data, but that it also involve the community in its deliberations.

The Commission's mission statement reflects an understanding of the importance of the process recommended by the Mayor:

> The Commission recognizes that public postsecondary education and training are crucial to the future well-being of all residents of the District of Columbia, and particularly to minority residents. We are committed to a process of review, analysis and assessment which will draw upon the resources of this community, and ultimately base the District

government's policy in the strength and wisdom of all segments of the community, particularly the schools and colleges, the families, the churches, voluntary organizations and individual citizens.

Our ultimate goal is to develop a policy framework for postsecondary education and training which will permit all citizens to maximize their social and intellectual potential and thereby improve the quality of their lives.

Accordingly, the Commission sought input from individuals, community groups, students, faculty, administrators, representatives from local and national educational organizations, business leaders, clergy, college presidents, analysts, parents and teachers. From the testimony and reports, several issues and challenges became evident.

Expectations and Challenges

What emerged clearly throughout the deliberations was that there were high expectations for the Commission. Many who testified before the Commission saw it as an entity that would come forward to solve numerous problems. Others viewed the establishment of the Commission as an opportunity to promote effective change. Education was viewed as the key to solving some of the persistent social problems of the city and improving the quality of life for all citizens.

In their presentations to the Commission, residents, business people, educators and political leaders challenged the Commission to consider the means by which to:

- Increase the role of public postsecondary education in helping the District government, residents, and businesses address the many social and economic problems they face;
- Increase the number of high quality education and training programs designed to prepare District residents for jobs in the Washington Metropolitan Area;
- Increase opportunities for access to public postsecondary education;
- Design the best structure within which to provide the widest range of postsecondary educational services of the highest quality;

- Reorganize educational services, policy and planning within the executive branch;
- Publicize and emphasize the successes of the District's schools, colleges and universities;
- Develop a framework for the systematic design of educational policies; and
- Design a process of engagement and dialogue with the community to facilitate implementation of sound educational policies.

Educational Attainment and Dropouts: A Special Concern

One major concern of many of those who came before the Commission was the plight of children who are dropping out of the educational system at an early age. Even though the Commission was asked to plan for public postsecondary education, it could not ignore the question of what to do about children who drop out of school or who graduate from high school underprepared to enter either college or the work force.

This problem is not unique to the District of Columbia. Public schools in most of the nation's major urban centers are experiencing high dropout rates. Many recent state and national studies recommending reform call for postsecondary education institutions to work with elementary and secondary schools to ensure that children stay in the educational system. As stated in the Carnegie Foundation Report, *An Imperiled Generation: Saving Urban Schools*, "The failure to educate adequately urban children is a shortcoming of such magnitude that many people have simply written off city schools as little more than human storehouses to keep young people off the streets. We find it disgraceful that in the most affluent country in the world so many of our children are so poorly served." Like other urban centers, the District of Columbia faces this key challenge of keeping young people in school. As evidence suggests for students in the District's public schools, those who graduate have a high probability of gaining postsecondary education and thereby earning incomes that will allow them to enjoy an enhanced quality of life. Thus, while the Commission's

primary mission was to consider all aspects of postsecondary education, it was challenged to address the urgent and compelling need to work with the public schools to keep young people in the educational pipeline. The Mayor asked the Commission to find ways to "move our young kids off the streets and into the seats of higher education."

Occupational Mobility and Jobs

One reason for targeting efforts to keep people within the educational system is that there is a close correlation between education and training and employment. There are numerous well-paying jobs in the Washington Metropolitan Area, but there are also many who cannot qualify for these higher paying positions.

Most better paying jobs require education and training beyond high school, and in the Washington area especially, the number of service and private industry jobs that require such training and education is rapidly increasing. According to the Metropolitan Washington Council of Governments, there could be an increase of as much as 66 percent in jobs requiring education beyond the high school level within the next 25 years.

Public Postsecondary Education

In the hearings and discussions, residents, business people and education leaders voiced their concern and expectation that the District's public postsecondary education system could expand its efforts to provide more high quality education and training programs designed to prepare residents for local jobs not only in the private sector but in government as well. Both the District and federal governments are experiencing a shortage of qualified personnel in certain key positions.

A comprehensive system of public postsecondary education in the District should provide several services: 1) train the work force for District businesses and government; 2) take an active role by mobilizing intellectual resources to address social problems such as the high dropout rate and low levels of educational achievement characteristic of many public school graduates; 3) offer educational opportunities that help people move up from poverty; 4) offer a range of quality programs that would assist in

the continued upward occupational and social mobility of all District residents; and 5) contribute to the advancement and application of knowledge through research and writing.

The University of the District of Columbia (UDC) has the legislative mandate to develop and implement such a comprehensive system. However, the Commission found: 1) that there is a widespread perception that UDC is not fulfilling its mandate nor is it living up to the many expectations that residents, business leaders and political leaders have of it; 2) that UDC is having difficulty meeting its charge because of the way it is structured; 3) that the District has a number of academic (associate, baccalaureate, professional) and training programs, but not a comprehensive and integrated educational *system*; and 4) that the development of a comprehensive *system* has been a long-standing unresolved educational policy issue.

To be the most effective, a comprehensive system requires distinct units with clearly defined roles and missions. Both a presidential report in 1964—the Chase Report—and a District government-sponsored report in 1971 prepared by the Arthur D. Little Company recommended the establishment of various independent components (a community college, a liberal arts college offering graduate and professional studies, and a research center) as part of a *system* that would offer the widest range of postsecondary educational opportunities in the most efficient and effective manner. In 1974, the Congress and in 1975 the Council of the District of Columbia chose to disregard the recommendations of the Chase and Little reports and approved legislation consolidating three existing institutions—Federal City College, Washington Technical Institute, and the District of Columbia Teachers College—into one, the University of the District of Columbia.

Since that consolidation, many reports have focused on making this *institution* more effective. The consensus among many local educational policymakers is that the current structure impedes the University's ability to support the varying requirements of the programs and educational opportunities it offers. The *UDC Self-Study of 1979*, the *UDC Master Plan of 1981*, the *Congressional Oversight Hearings of 1984*, and the *UDC Self-Study of 1984*, all

sought to address the central issue of consolidation and whether UDC as a single institution could meet the city's educational demands, needs and expectations, and the demands are many: 1) working individuals seeking training to advance professionally; 2) young high school graduates needing basic coursework; 3) District residents seeking graduate and professional education in all disciplines; and 4) area businesses desiring the benefit from all types of university-based research.

A single institution with several missions, a diverse faculty and a multiplicity of programs most likely will have difficulty delivering the required educational services, and other states have recognized this. Across the country, states increasingly have acknowledged the value of differentiating certain postsecondary education functions and have established community colleges and research centers with separate administrations, staffs, budgets and campuses.

The Commission also found that in the District policy and plans for public postsecondary education have been developed in an *ad hoc* fashion. New initiatives providing educational services—such as the D.C. School of Law and the Education in Partnership with Technology Corporation—have originated in the Council of the District of Columbia, the executive branch, Congress, or other institutions within the community. They have generally not evolved within a comprehensive policy for public postsecondary education and within a framework for planning orderly and productive change.

Other Postsecondary Education Functions

The lack of a coordinated policy for public postsecondary education is also evident in the number of postsecondary education services being offered by different agencies within the executive branch. Most notably, the Commission found that there is no coordinating mechanism for the activities of the Office of Postsecondary Education, Research, and Assistance, the D.C. Office of Education and the Educational Institution Licensure Commission. Also, there are a number of uncoordinated services provided by career training and adult education programs within a number of agencies as well as other educational services provided

by the District's private colleges and universities, proprietary schools, museums, associations, and agencies of the federal government.

The Commission feels that a major challenge faced by District educational policymakers is the need to develop a central point of information, planning, and policy formulation. This coordination should take into consideration all sectors of the educational community so that a comprehensive approach can be developed drawing upon all the city's educational resources. Currently, there is no one central entity charged with providing direction, coordination, or evaluation of these educational functions. As a result, there is no clear line of responsibility for public postsecondary education, and there is no mechanism for coordinating efforts across agency lines or between elementary and secondary schools and the District's colleges and universities.

The issues addressed above represent a few of the many concerns brought before the Commission. The outpouring of community interest in these and other problem areas served to ignite the enthusiasm of the Commission. Even so, the Commission could not address all the issues presented to it, nor was it the appropriate entity to do so. While the Commission recognizes that the District's educational institutions need to make several specific changes to create new opportunities and to meet emerging needs, the Commission also understands that its role is not to become involved in the management or administration of these institutions. Its mandate is to develop a policy framework for public postsecondary education and training that will guide government and education leaders as they plan for the 21st century.

Recommendations

1. The Commission recommends the establishment of a coordinating commission for education planning and policy formulation.
2. The Commission recommends consolidating education functions (e.g., financial aid, data gathering and reporting and licensing) under the jurisdiction of the executive branch.

3. The Commission recommends the development of a comprehensive system of public postsecondary education under the Board of Trustees of the University of the District of Columbia. The D.C. School of Law, the Education in Partnership with Technology Corporation and all technical, and professional research programs should be parts of this system. Within the system, a community college should be established independent from the baccalaureate and graduate programs at UDC.
4. The Commission recommends the development of a plan to highlight and publicize the achievements of the District's educational institutions.
5. The Commission recommends a process for implementation of these recommendations that calls for the community to be engaged in a continuing dialogue about the future direction of education in the District.

Conclusion

The Commission was presented with a large number of issues through its research, public hearings and regular deliberations. While all the issues had some relationship with public postsecondary education, it was impossible for the Commission to address them all. Its focus has been on the development of an organizational and policy framework that will facilitate and enhance effective educational planning. The Commission felt that issues such as quality, accountability, student assessment, retention, student financial aid, faculty development, teacher recruitment, and many others could better be addressed within the context of a comprehensive plan for postsecondary education. The Commission hopes: 1) that this report will be a catalyst for the development of such a plan; 2) that this report will also spark a discussion about the future of the many young people who drop out of the educational system; and 3) that all segments of the community will be challenged to work together in a climate of higher expectations to formulate effective policies and plans for the District's public postsecondary education system of the 21st century. Our goal should be educational excellence for all.

Challenges and Expectations

"We have made enormous progress over the last 30 years in dismantling barriers to full participation of minorities in American life. But we have a long way to go before we can say that the American dream is everyone's dream." *(One Third of a Nation.)*

Public postsecondary education carries an immense social burden. It is expected to act as a vehicle for the poor to become upwardly mobile; to meet society's economic development needs by educating its work force; to develop new knowledge through research and study; to help individuals develop their capacity to live personally and professionally fulfilling lives; and to help people define and understand their values. The system is expected to do this in a society that is culturally and racially pluralistic and in a world that is increasingly interdependent, complex and competitive.

The Commission recognizes that education cannot solve all social problems, many of which are related to poverty, in the District of Columbia. However, what is equally clear is that nearly everyone who addressed the Commission thought the key to making an effective change in the lives of District residents, particularly those with low incomes, was to change the way in which young people move through the educational system to ensure that they graduate from high school and continue their education until they have acquired the skills necessary to secure good jobs. More importantly, both recent research and the testimony argue forcefully that everything must be done to keep

children in school and encourage them to do well in their studies. Throughout, many of those who testified have spoken of the need for those in postsecondary education not only to become more directly involved with elementary and secondary teaching and learning, but to assume leadership roles where appropriate.

Equally important are strategies to permit and encourage people to enter the educational system at any point in their lives and assure them that the system can help them succeed. The future success of the District's public postsecondary system hinges, in part, upon its ability to address the needs of those discussed in the W.T. Grant Foundation report, *The Forgotten Half*, who either do not complete high school or who do not go to college immediately upon graduation from high school.

One task, then, was to look at the educational system to see if there were ways to enhance its design and operations so that more people could either be retained within the system or be encouraged to return at any point in their lifetime and be assured that they are fully prepared academically.

The District's public postsecondary educational system should also address the wide diversity of needs of all District residents. The District has a cosmopolitan and multicultural population with a wide variety of educational needs. While approximately one-sixth of the District's population may be in a high-risk group with special needs, there are many other individuals from all walks of life who have different educational needs. The Commission was challenged, then, to recommend a policy framework within which to develop the broadest possible range of educational opportunities within a comprehensive system for public postsecondary education.

Because of the expectations for public postsecondary education, the system must be designed to reflect an understanding of demographic trends, data on the educational attainment of residents, information about their income levels, job projections, and other data that reveal the changing economic and social structure of the city.

As we approach the 21st century, many of the District residents who will welcome in this new era will be the 628,500 people who

live in the city in 1988. (See Tables 1 and 2.) Fifty-four percent are female; 46 percent, male. Sixty-seven percent are black; 28 percent, white; and 5 percent, other races. Six percent of all these categories are Latino, who may be any race. Twelve percent of the population is 65 or older while 18 percent is of school age, between 5 and 19. The total number of children and youth under age 19 is 150,300. The District's public postsecondary education system must meet the expectations and needs of all these residents.

Table 1
1986 Population Estimates

Age Group	*Female*	*Male*	*Total*
Total Population	337,200	291,300	628,500
Under 5	17,900	18,300	36,200
5 - 9	16,100	16,700	32,800
10 - 14	18,500	18,300	36,800
15 - 19	22,500	22,000	44,500
Subtotal	74,500	75,800	150,300
20 - 24	32,800	27,300	60,100
25 - 34	67,800	59,600	127,400
35 - 44	47,000	42,800	89,800
45 - 54	32,400	29,200	61,600
55 - 64	34,600	28,700	63,300
Subtotal	214,600	187,600	402,200
65 and over	48,100	27,900	76,000

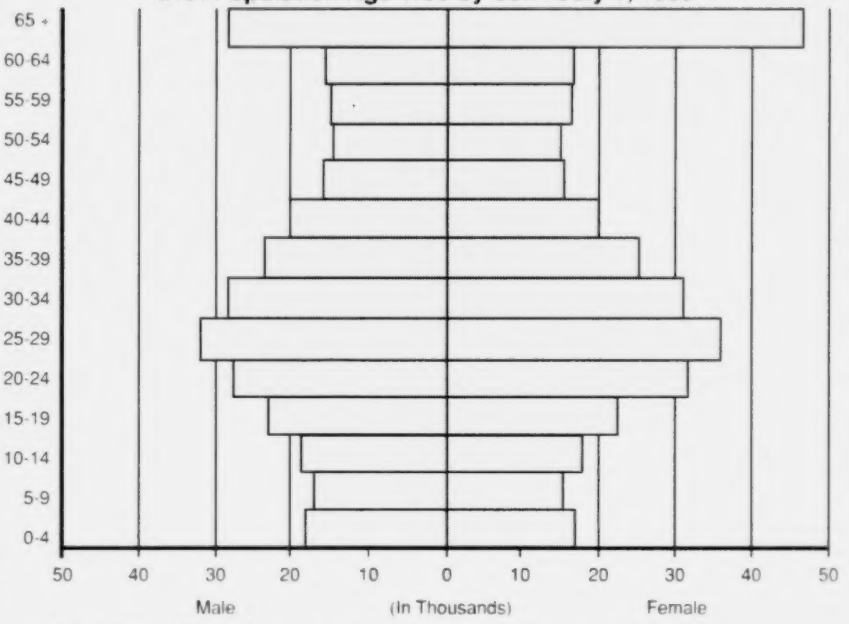
Source: District of Columbia Government. *Indices: A Statistical Index to District of Columbia Services* (Washington: District of Columbia Government, 1988) 56.

Expectation One: Preventing Dropouts

As the District prepares for a new century, many of its residents hope and dream that they and their children may have the opportunity for a productive, successful, and comfortable life. Those who will graduate from high school at the dawn of the 21st century are entering the first grade in September 1988. Yet, if current trends continue, half of them may not graduate from high school in June 2000. Too many young men may be expected to join the ranks of the District's prison system. The fall 1987 full-time

Table 2

D.C. Population Age Tree by Sex - July 1, 1986



Source: District of Columbia Government. *Indices: A Statistical Index to District of Columbia Services* (Washington: District of Columbia Government, 1988) 57.

equivalent enrollment of 6,000 in the University of the District of Columbia was exceeded by the population of the District's prison system, which was nearly 9,000. One in five of the District's young women may be expected to become pregnant before her 20th birthday. Many of the Class of 2000 may be expected to spend most of their lives without jobs. Others will never see the year 2000; they will become casualties in the city's drug wars. The dimensions of a crisis are unequivocally clear.

The dropout rate provides another measure of the extent of the problem facing educators in the District. While the method by which the dropout rate is determined continues to be a matter for discussion and debate, two reports provide useful data. The D.C. Public Schools reports a dropout rate of 13.8 percent for 1987. According to school representatives, a significant number of students move out of the District between the time they enter high

school and graduation. A Congressional Research Service study listed the District's dropout rate at 44.8 percent. The rate is computed by determining the decline in enrollment in any one class between the 9th and 12th grades. It is important to note that the higher dropout rate reported by the Congressional Research Service is not significantly different from the rates experienced by school systems in major urban centers.

The costs of dropouts to society are significant. The Congressional Research Service using data assembled by James S. Catteral, an education professor at the University of California, estimates the average cost of supporting one dropout over a lifetime, provided he or she does not become self-supporting, at $200,000. At a dropout rate of 13.8 percent, the cost to the District over a lifetime for those who drop out of just one class could be as much as $11 million. If 13.8 percent of those entering school in each of the next 12 years drop out, the projected cost to the District of Columbia could be as much as $132 million in today's dollars.

Several recent national studies have recommended that one way to address the dropout problem and related social issues is to ask postsecondary educational institutions to participate in the solution. The 1987 Education Commission of the States report, *A Difference of Degrees: State Initiatives to Improve Minority Student Achievement*, insists that colleges and universities need to respond to the social perils facing the District and other major urban centers by doing more with elementary and secondary schools. According to the authors of *A Difference of Degrees*, colleges and universities can no longer shift responsibility for underpreparation or underachievement onto the elementary and secondary schools. Colleges and universities must accept a challenge to work closely with the schools to ensure that students are prepared for postsecondary education. "Higher educators," the report concludes, "simply have not done all they can do to effect change where it is most needed—at the elementary and secondary levels."

The future success of the District's public postsecondary system hinges, in part, upon its ability to offer clear educational alterna-

tives and expectations to those who are most likely to be caught in the ever-present social crisis that leads them away from post-secondary schools. As the chair of the Education Committee of the Greater Washington Board of Trade and President of American University, Richard Berendzen, phrased the dilemma, "Where are the future college students? They are in the schools. What happens if half of them drop out?"

Expectation Two: Up From Poverty

The District, as is the case with other major urban centers, has a large number of individuals living in poverty. According to the Greater Washington Research Center, the number of District residents living in poverty increased 8 percent between 1980 and 1986, from 96,000 to 104,000. Half of that number are of working age. (See Tables 3 - 6.) During the same period, the total population of the District declined by about 10,000. Of those who live in poverty, nearly 50,000 individuals of all ages have lived in poverty for more than eight years. Unfortunately, a third of those who are poor are children. More than half of the District's children live in areas which have a predominance of low-income households.

The Greater Washington Research Center released three reports in April, 1988: 1) "People: Low-Income Adults of Working Age in Washington, D.C.," 2) "Earnings: The Financial Incentive Offered by Low-Wage Jobs to Recipients of Income Support Benefits," and 3) "Opportunity Ladders: Can Area Employment Possibilities Improve the Prospects for Washingtonians in Long-term Poverty?" In all of these studies, education in general, and

Table 3
Population and households in poverty
District of Columbia, 1980 and 1986

	1980	*1986*	*Number*	*Change %*
Poor people in households	96,340	104,000	7,660	8.0
Poor households	38,540	37,100	(1,440)	-3.7

Source: Greater Washington Research Center, *People: Low Income Adults of Working Age in Washington, D.C.* (Washington: Greater Washington Research Center, 1988) 5, table 1.

Table 4
Age Distribution of the Poor Compared to the Non-poor Household Population District of Columbia, 1986

People in Households	*Poor Number*	*%*	*Non-Poor Number*	*%*
Under 18 years	34,900	34	81,400	17
18 - 64 years	54,000	52	355,700	72
65 years or older	14,900	14	54,200	11

Source: Greater Washington Research Center, *People: Low Income Adults of Working Age in Washington, D.C.* (Washington: Greater Washington Research Center, 1988) 6, table 3.

Table 5
Children in Poor Households vs. Non-Poor Households District of Columbia, 1986

Households with Children	*Poor*	*Non-Poor*
Number	15,300	52,100
Percentage	41%	24%
Average number of children in households with children	2.3	1.6

Source: Greater Washington Research Center, *People: Low Income Adults of Working Age in Washington, D.C.* (Washington: Greater Washington Research Center, 1988) 7, table 5.

Table 6
Racial and Ethnic Distribution of the Poor Compared to the Non-Poor Household Population District of Columbia, 1986

People in Households	*Poor Number*	*%*	*Non-poor Number*	*%*
Black non-Hispanic	85,700	82	307,900	62
White non-Hispanic	5,200	5	153,500	31
Hispanic	11,800	11	22,400	5
Other	70	1	8,500	2
No answer	600	1	1,300	*

* - Less than 0.5 percent

Source: Greater Washington Research Center, *People: Low Income Adults of Working Age in Washington, D.C.* (Washington: Greater Washington Research Center, 1988) 9, table 7.

postsecondary education in particular, are seen as an important tool to enhance occupational mobility and break out of a cycle of dependency.

Those who shape policies for the District's educational institutions face a challenge to improve the skill levels of those who are in poverty to help them up the "opportunity ladder." "In general," the report, "Opportunity Ladders," notes,

> the greater the skill level required for a job, the better the pay. Available data indicate that significant numbers of poor adults do not have the necessary skills to acquire better-paying jobs. Among employed poor young adults (aged 18 to 29) in the District in 1986, 23 percent had not *reached* the 12th grade. Of those in the same age group who were unemployed, 36 percent had not reached the 12th grade. A survey of local employment and training programs serving low-income people in 1986 found the average basic skills of participants was below the 7th grade level in both reading and math. (p.6)

Expectation Three: Making Occupational and Social Mobility Possible

Using occupational mobility as a measure of socio-economic mobility (see Bart Landry's *The New Black Middle Class*), research shows that the District's black upper middle class (those in professional, managerial, administrative, and technical occupations) and the black lower middle class (those in sales and clerical occupations) increased from 29.8 percent of the total black labor force in 1960 to 46.2 percent in 1970 to 57.2 percent in 1980. The white middle class in the District, however, increased from 70.2 percent of the total white labor force in 1960 to 83.3 percent in 1970 to 88 percent in 1980. (See Table 7.)

In 1960, the black lower middle class comprised 69.2 percent of the total black middle class, 67.2 percent in 1970, and 65.7 percent in 1980. This distribution differs significantly from the distribution of whites within the middle class. In 1960, of the white middle class, 55.1 percent were in the lower middle class; in 1970, 41.8 percent; and in 1980, 34.4 percent.

The growth of the black middle class increases the likelihood of broader public policy discussion, and the educational policy discussion in particular. Although those in the lower middle class are

Table 7
Changes in the Middle Class by Race
District of Columbia
1960-1980

	1960		1970		1980	
Blacks	***Number***	***Percent***	***Number***	***Percent***	***Number***	***Percent***
Upper Middle Class	15,964	30.8%	34,496	32.8%	37,119	34.3%
Lower Middle Class	35,307	69.2%	70,539	67.2%	71,151	65.7%
Total Middle Class	51,001	100.0%	105,035	100.0%	108,270	100.0%
Total Labor Force	170,950		227,349		189,333	
Middle Class as Percent of Labor Force		29.8%		46.2%		57.2%
Whites						
Upper Middle Class	53,887	44.9%	50,299	58.2%	57,580	65.5%
Lower Middle Class	66,050	55.1%	36,053	41.8%	30,313	34.4%
Total Middle Class	119,937	100.0%	86,352	100.0%	87,893	100.0%
Total Labor Force	170,613		103,621		100,044	
Middle Class in Percent of Labor Force		70.3%		83.3%		88.0%

Source: Bart Landry, Joint Center for Political Studies
(Information provided to the Mayor's Advisory Commission on Postsecondary Education.)

not impoverished, they are still economically vulnerable. Consequently, one of the key policy challenges is to enable those in the lower middle class to move up the income ladder.

The District's Latino residents generally have lower incomes and also need the opportunity to move up the income ladder through education and training. The percentage of the District's population that is Latino has grown from nearly 3 percent in 1980 to approximately 6 percent in 1987. In the Adams Morgan/Mount Pleasant Planning Area, 20 percent of the households are now Latino. According to the District of Columbia Office of Latino Affairs, most of these are in the low or lower middle income categories.

For both the middle and lower occupational classes, education is important for continued occupational mobility. As Lisbeth Schorr explains in *Within Our Reach*,

> Americans have always seen education as the best route to individual achievement— and as being necessary to the maintenance of democracy.

Table 8
Per Capita Personal Income
(In Current Dollars)

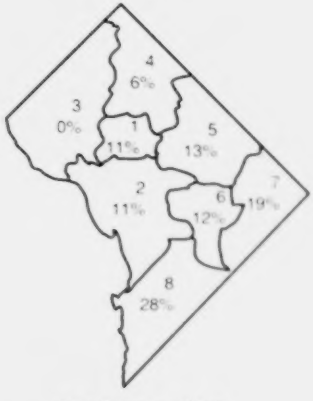
	1983	1984	1985	1986	1987
District of Columbia	$15,660	$16,660	$17,974	$19,071	$20,303
United States	$12,098	$13,114	$13,908	$14,636	$15,340
Ratio of D.C. to U.S.	129.4%	127.0%	129.2%	130.3%	132.3%
Growth over previous year					
District of Columbia	6.2%	6.3%	7.8%	6.1%	6.4%
United States	5.4%	8.4%	6.0%	5.2%	4.8%

Total Personal Income
($ In Billions)

	1983	1984	1985	1986	1987
District of Columbia	$9.8	$10.4	$11.2	$11.9	$12.6
United States	$2,834.2	$3,101.3	$3,320.3	$3,528.5	$3,733.7
Growth over previous year					
District of Columbia	6.5%	6.1%	7.7%	6.3%	5.9%
United States	6.4%	9.4%	7.1%	6.3%	5.8%

Source: District of Columbia Government, *Indices: A Statistical Index to District of Columbia Services* (Washington: District of Columbia Government, 1988) 58

Table 9
Ward Distribution of Child AFDC Recipients
September 1987



Total Children: 42,514

Source: District of Columbia Government, *Indices: A Statistical Index to District of Columbia Services* (Washington District of Columbia Government, 1988) 165

the softening of class lines, and the operation of a productive and profitable economy. Today a good education is more necessary than ever before." (p. 7)

Expectation Four: Reducing Income and Class Differences

Few large cities and only one state have a higher per capita income than the District's $20,303 in 1987. The per capita income of District residents is 32.3 percent higher than the national average. (See Table 8.) At the same time, a significant number of District residents live in poverty or near poverty.

Within the city, as is the case with other major urban centers, those who are poor tend to live in different sections from those in the upper income levels. While the poor may be found in other sections of the District, the largest number of children who are recipients of Aid to Families with Dependent Children (AFDC), 27.8 percent, reside in Ward 8. (See Table 9.) Most AFDC recipients, 59.7 percent, live east of the Anacostia River. Other measures of the quality of life such as income level also vary significantly in different sections of the city. In Ward 3, where there are virtually no AFDC recipients, the median household income of $37,700 is highest. By contrast, in Ward 8, where most of the AFDC recipients live, the median household income of $17,000 is lowest. Less than 1 percent of the District's prison inmates come from Ward 3 and the highest percentage come from Ward 8. In nearly all indexes of the quality of life, those living in Ward 8 measure far lower than their counterparts west of Rock Creek Park.

Not surprisingly, the level of educational attainment corresponds to other measures showing a disturbing contrast between those who are well-to-do and those with low incomes. Overall, 28 percent of District residents have completed four or more years of college, and 68 percent have completed high school, but as might be expected, educational attainment is highest in Ward 3 where 59 percent of those over 25 have attended four or more years of college. It is lowest in Ward 8 where only 6 percent of those over 25 have completed 4 or more years of college. (See Table 10.)

Table 10
Ward Characteristics

	Ward 1	Ward 2	Ward 3	Ward 4	Ward 5	Ward 6	Ward 7	Ward 8	Total
Educational Attainment 1980									
Persons aged 25+ years	50,604	53,968	57,570	54,914	50,483	47,848	46,129	37,134	398,653
Elementary only	20%	15%	5%	16%	21%	20%	18%	18%	16%
High school 1-3 years	16	11	5	17	22	19	25	24	17
High school graduate only	22	18	16	30	28	24	34	39	25
College 1-3 years	13	13	15	17	14	12	13	14	14
College 4 or more years	29	43	59	20	28	25	10	6	28
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%
Race Distribution 1986									
Black	57%	46%	7%	87%	93%	69%	95%	90%	67%
White	30	43	86	9	6	30	5	9	28
Other	13	11	7	4	2	2	0	1	5
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%
Latino*	16%	8%	6%	4%	3%	2%	3%	3%	6%
Median Household Income, 1986	$18,900	$23,000	$37,700	$24,000	$20,300	$21,700	$18,200	$17,000	$22,000
Percent of households in poverty	18%	10%	3%	12%	19%	17%	21%	22%	14%

* Latino may be of any race: black, white or other races

Source: District of Columbia Government, Indices, *A Statistical Index to District of Columbia Services* (Washington, District of Columbia Government, 1988) 24, 28, 32, 36, 40, 44, 48, 52

Educational attainment among prisoners, most of whom come from east of the Anacostia River, is low. Only 26 percent have completed high school according to their reports. (See Table 11.) According to the anecdotal reports of researchers who conducted the measurements and of several administrators of education programs in the prisons, the actual achievement levels of most inmates are between the fourth and sixth grade levels.

What is happening in the District of Columbia mirrors a trend experienced by other cities and an unsettling development in the nation as a whole. As the gap in income between the poor and the well-to-do increases, an underclass expands, and the chances are that those in the underclass will be less likely to achieve the

Table 11

High School Attendance of Inmates by Ward, Number and Percent

Ward		Number of Inmates	Percent
1		495	20
2		15	<1
3		64	3
4		216	9
5		980	39
6		424	17
7		109	3
8		217	9
Subtotal		2,520	100+
*	Other D.C.	165	
**	Other Jurisdictions	800	
	Did not Attend High School	1,373	
***	**Total**	**4,858**	

Junior High School Attendance of Inmates by Ward, Number and Percent

Ward		Number of Inmates	Percent
1		431	12
2		821	23
3		35	<1
4		246	7
5		528	14
6		465	13
7		566	15
8		537	15
Subtotal		3,629	99+
+	Other D.C.	253	
++	Other Jurisdictions	807	
+++	**Total**	**4,689**	

Elementary School Attendance of Inmates by Ward, Number and Percent

Ward		Number of Inmates	Percent
1		500	15
2		485	15
3		5	<1
4		309	10
5		515	16
6		483	15
7		448	14
8		500	15
Subtotal		3,245	100+
•	Other D.C.	566	
••	Other Jurisdictions	859	
•••	**Total**	**4,670**	

* 165 of inmates attended D.C. high schools where name or ward designation could not be determined.
** Represents the number who attended schools in other jurisdictions.
*** Total data set for this analysis is 4,953 with 178 missing cases.
\+ 253 of the inmates attended D.C. junior high schools where name or ward designation could not be determined.
\+\+ Represents the number who attended schools in other jurisdictions.
\+\+\+ Total data set for this analysis is 4,953 with 284 missing cases.
• 566 of the inmates attended D.C. elementary schools where name or ward designation could not be determined.
•• Represents the number who attended schools in other jurisdictions.
••• Total data set for this analysis is 4,963 with 293 missing cases.

Source: Office of Criminal Justice, *Inmate Profile* (Washington: District of Columbia Government, 1986) 19, table 17.

education and training to enable them to escape from their condition.

There are dangers if these income, educational and class differences between two parts of the city continue to exist, and especially if the disparities increase. As Richard Berendzen said at a National Press Club breakfast:

> The United States, unless something is done almost immediately by all sectors ranging from mayors to governors to the president and others, will divide into different strata, but they will not be the simplistic ones of the Rust Belt or the Sun Belt. They will be rather based on educational attainment.
>
> I can imagine an America in the year 2000 that will have a small, elite, highly educated suburban-residing technological upper class . . . .[and a] growing number of inner-city poor, many of whom will be minorities ...and they will comprise, by all normal measures, a Third World nation. (Quoted in *The Washington Times*, August 25, 1988.)

Improved links between postsecondary educational institutions and those who are slipping into the underclass are necessary as William Julius Wilson writes in his book, *The Truly Disadvantaged*, to "help keep alive the perception that education is meaningful" and "that steady employment is a viable alternative to welfare."

Expectation Five: Responding to the District's Employment Needs

At the same time that many young people are dropping out of school, an increasing number of jobs require ever more education and training. By 1995, it is estimated that most jobs will require additional preparation beyond high school:

> A century ago, a high school education was thought to be superfluous for factory workers and a college degree was the mark of an academic or a lawyer. Between now and the year 2000, for the first time in history, a majority of all new jobs will require postsecondary education. Many professions will require nearly a decade of study following high school, and even the least skilled jobs will require a command of reading, computing, and thinking that was once necessary only for the professions. (*Workforce 2000*, p. 116.)

One of the key challenges facing the District and its system of public postsecondary education is the preparation of a work force

for the year 2000 and beyond. The importance of this issue was outlined in the Commission's hearings:

> We live in challenging times, times that are fostering a new kind of synergism between all levels of education. These new relationships are necessarily due to changing demographics in this country. Seventy-five percent of all those who will be working in the year 2000 are present in the work force today.
>
> This circumstance is largely due to the declining birth rate and that birth rate will only provide 16 percent of new job entrants in the year 2000. Currently, the birth rate provides 32 percent of new job entrants. The military estimates that it needs half of the 16 percent to meet its needs.
>
> Postsecondary education and training is now required for entry into about 50 percent of all job classifications. By the mid-1990s, it is predicted that 75 percent of all job classifications will require some additional preparation beyond high school. (James McKinney, the American Association of Community and Junior Colleges, February 12, 1988.)

Additional data below reveal other significant national trends which affect developments in the District of Columbia:

- Most new jobs will require higher skill levels, resulting in more jobs for the better educated and fewer for those with lower skill levels.
- Service-producing industries will add 21 million jobs.
- Currently, 47 percent of the new workers are native white males. Over the next decade, a significant decline in this category may be expected.
- The average age of the American worker will approach 40 years.
- The number of women at work will increase to 60 percent of those over the age of 16.
- Notwithstanding the new immigration law, 600,000 legal and illegal immigrants are expected annually.
- Increases in the output per worker or productivity in health care, education, retailing, government,

and other services will account for the bulk of America's economic growth.

- Twenty-three percent of each college graduation class will be required to meet the need for teachers in the next decade.

According to *Workforce 2000*,

> The new jobs in service industries will demand much higher skill levels than the jobs of today. Very few new jobs will be created for those who cannot read, follow directions, and use mathematics. Ironically, the demographic trends in the workforce coupled with the higher skill requirements of the economy, will lead to both higher and lower unemployment: more joblessness among the least-skilled and less among the most educationally advantaged. (p. xiii)

In the Washington, D.C. Metropolitan Area, according to a Round IV Cooperative Forecast Presentation to the Metropolitan Washington Council of Governments' Board of Directors in December 1987, there could be an increase of as much as 66 percent in service and private industry jobs in the next 25 years as the population expands by a third. The report projects an increase of 1.4 million jobs by 2010. There were 1.9 million employed in 1985.

Table 12
Employment by Occupation
Washington, D.C. Metropolitan Statistical Area (MSA)
1985-1990-2000
(preliminary estimates)

	1985	*1990*	*2000*	*Change 1985-2000*	*1985-2000 Ann. Avg. % Change*
Total all occupations	1,912,500	2,227,000	2,771,700	359,200	3.0
Professional, technical & kindred workers	502,400	602,500	749,700	247,300	3.3
Managers & officials	189,100	217,200	270,200	61,100	2.9
Sales workers	104,600	129,000	160,500	55,900	3.6
Clerical workers	502,900	572,600	712,600	209,800	2.3
Craft & kindred workers	157,600	174,200	216,700	59,100	2.5
Operatives	36,500	41,400	51,600	15,100	2.8
Service workers	277,500	336,800	419,100	141,600	3.4
Laborers, except farm	85,500	99,500	111,400	25,900	2.0

Source: D.C. Department of Employment Services, *Labor Market and Research Information Staff* (Washington: District of Columbia Government, 1987).

Table 13
High Demand Occupations
Washington, D.C. Metropolitan Statistical Area (MSA)
1985-2000

(Preliminary Estimates)

Occupations	*Estimated 1985*	*Projected 2000*	*Change*	*Annual Average Change*
Professional, technical and kindred workers				
Electrical engineers	15,683	24,391	2,708	3.7
Electrical, electronic technicians	10,328	15,799	5,471	3.5
Registered Nurses	22,135	35,755	13,570	4.1
Physicians and surgeons	10,710	15,799	5,089	3.2
Computer programmers	14,726	23,559	9,233	4.0
Systems analysts	23,906	38,527	14,620	4.1
Economists	8,033	12,473	4,440	3.7
Elementary teachers	26,584	45,456	18,872	4.7
Secondary teachers	26,393	39,081	12,688	3.2
Writers and editors	10,519	15,244	4,726	3.0
Accountants and auditors	20,846	31,320	10,474	3.3
Lawyers	20,655	29,934	9,279	3.0
Managers and Officials				
Managers, restaurants and coffee shops	7,268	11,364	4,096	3.8
Managers, store	14,918	22,174	7,256	3.2
Sales Workers				
Sales clerks	52,785	79,271	26,486	3.3
Sales representatives, non-technical	9,371	14,967	5,596	4.0
Sales representatives, technical	22,185	34,646	12,461	3.7
Clerical Workers				
Secretaries	92,756	144,129	51,372	3.7
Computer operators	7,263	13,027	5,759	5.3
Bookkeepers	14,918	21,619	6,702	3.0
Cashiers	30,600	47,950	17,350	3.8
Clerical supervisors	9,945	14,690	4,745	3.2
Receptionists	13,961	20,511	6,549	3.1
Stock clerks, stock room	13,005	19,402	6,397	3.3
Teachers aides	10,136	19,402	9,266	6.1
Craft and Kindred Workers				
Automotive mechanics	13,005	19,679	6,674	3.4
Maintenance repairers, general utilities	13,579	20,511	6,932	3.4
Operatives				
Bus drivers	10,136	14,967	4,831	3.2
Delivery & route workers	12,623	18,293	5,671	3.0
Truck drivers	17,595	24,114	6,519	2.5
Service Workers				
Janitors, porters and cleaners	68,085	105,047	36,962	3.6
Dining room attendants, bar helpers, etc.	6,985	10,810	3,925	3.8
Cooks, restaurant	6,694	9,978	3,284	3.3
Waiters, waitresses	27,540	39,912	12,372	3.0
Kitchen helpers	10,710	17,185	6,475	4.0
Food preparers and service workers	20,273	34,646	14,374	4.7
Nurses aides	13,196	19,956	6,760	3.4
Guards and doorkeepers	15,491	24,945	9,454	4.1

Source: D.C. Department of Employment Services, Labor Market Information and Research Staff (Washington, District of Columbia Government, 1987).

*Occupations in the Washington area which had an estimated employment in 1985 of 6,000 or more workers. Average growth for all occupations between 1985 and 2000 is projected to be 3.0 percent per year.

In the Greater Washington Metropolitan Area there are approximately two million jobs at the present time. Between now and the year 2000, the District of Columbia Department of Employment Services projects an increase of 859,000 in the number of jobs with about 65,000 in the high technology fields. The following tables (12 and 13) show projected employment by occupation and list the fastest growing occupations in the area.

While the average age of an employee in the District is now 25, the average age of an employee in the District in the year 2000 will be 45. According to the D.C. Department of Employment Services, "between 1985 and the year 2000, the working age population will mature significantly. At the turn of the century

Table 14
Working Age Population
Distric of Columbia
1985-2000

Age	*1985*	*1990*	*1995*	*2000*
Persons working				
15-19	44,300	36,900	32,500	36,100
20-24	51,900	44,300	36,900	32,500
25-29	57,600	61,900	44,300	36,900
30-34	51,300	67,600	61,900	44,300
35-39	48,400	61,300	67,600	61,900
40-44	38,800	48,400	61,300	67,600
45-49	30,700	38,800	48,400	61,300
50-54	29,200	30,700	38,800	48,400
55-59	32,000	29,200	20,700	38,800
60-64	32,200	32,200	29,200	20,700
Total	446,400	451,100	451,600	453,500
Percentage Distribution				
15-19	9.9	8.2	7.2	8.0
20-24	13.9	9.8	8.2	7.2
25-29	15.1	13.7	9.8	8.1
30-34	13.7	15.0	13.7	9.8
35-39	10.8	13.6	15.0	13.6
40-44	8.7	10.7	13.6	14.9
45-49	6.9	8.6	10.7	13.5
50-54	6.5	6.8	8.6	10.7
55-59	7.2	6.5	6.8	7.5
60-64	7.2	7.1	6.5	6.8
Total	100.0	100.0	100.0	100.0

Source: D.C. Department of Employment Services, *Labor Market Information and Research Staff* (Washington: District of Columbia Government, 1986). Based on 1985 Provisional Population Estimates Prepared by D.C. Office of Planning, July 1986.

over half of the population which traditionally supplies most of the workers will be between the ages of 30 and 49. By contrast, in 1985, 53.6 percent of the D.C. working age population was between 20 and 39." (See Table 14.) The implication is that the educational needs of workers will change. The work force as a whole will be older. In addition, more workers will change jobs more often. There will be a greater need for more continuing education programs and programs to retrain workers. At the same time, younger workers will be competing with those who have more experience. Thus, younger workers will require an increased level of education and training.

While the local population will be increasing slowly and maturing, there will be an increased demand for workers. Opportunities will be available to those who pursue a higher education. By the year 2000, there will be a 50 percent increase in the professional, technical and kindred jobs, a 43 percent increase in positions for managers and officials, a 53 percent increase in the number of sales workers, and a 42 percent increase in slots for clerical workers. The demand for a trained technical work force will increase as there will be a need for 59,100 more craft and kindred workers and a need for 141,600 service workers. Clearly, the most significant increases in job opportunities will be created in areas that generally will require a more advanced education. Even in some of the areas where a high school diploma may not have been required—such as the clerical field—the changing nature of the occupation itself will require additional education and training.

The District government annually hires over 5,000 people for a broad range of occupations. In addition there are several specific areas—teaching, firefighting, police services, engineering, health services, and computing—where critical shortages of qualified personnel are being projected. All of these professions require advanced levels of educational achievement. In addition, the 40,000 District government employees, particularly those who are middle and upper managers and those who seek upward mobility, will require additional training and postsecondary education.

To meet the employment needs of the private and public sectors and to promote the continued economic development of the city,

public postsecondary education will have to expand the number of programs to help prepare a work force for the present and for the next century.

Conclusion: Success through Education

While the number of public high school graduates declined from 4,848 in 1981 to 3,865 in 1988, more than 60 percent of the graduates went on to college. Most received grants, awards, or scholarships. The 1987 graduates who enrolled in college were awarded more than $10 million in scholarships. Graduates of the District's high schools who received grants or scholarships are currently enrolled in 225 institutions across the country. Of those who chose not to attend college or join the military, most found jobs. Approximately 400 were assisted through "Project Success," the program that guarantees every high school graduate, who does not attend college or join the military, placement in a job or a job-training program. Those who complete high school tend to do well. A major expectation and challenge of the combined efforts of public secondary and postsecondary education institutions is to increase the number of individual educational success stories.

Not only do those who complete the D.C. public school system tend to do well so, too, do those who complete the University of the District of Columbia. Enrollment at UDC for the fall of 1988 is 11,263, with a full-time equivalent enrollment (FTE) of 6,753. This represents an increase from the fall 1987 enrollment of 9,655, an FTE of 5,819. By comparison, the head count for the fall of 1983 was 13,576 and the FTE was 8,351. During the 1987-1988 school year, 57 percent of the students were female and 78 percent were minority. Most, 84 percent, lived in the District. First-time college enrollees among the 4,403 freshmen in the 1987-1988 academic year numbered 1,367. There were 1,555 seniors and 571 graduate students. The average age of all students was 27.

Evidence shows that graduates of the University of the District of Columbia do quite well. A 1987 survey of graduates revealed that 71 percent were working in areas related to their major field of study and the median income of the UDC alumni surveyed was $22,000. More importantly, those responding reported a high degree of satisfaction with the education received at UDC.

Approximately 90 percent indicated that the most important benefit gained from earning a degree from UDC was personal fulfillment. Sixty percent noted that their salaries increased as the result of earning a degree from UDC and 55 percent noted that the UDC degree contributed to their personal upward mobility. Clearly, a degree from the University of the District of Columbia, the city's public higher education institution, contributes to success.

Yet more can be done to fulfill the expectations of the District's residents. Those who testified before the Commission challenged the District's education leaders to design a system that will 1) develop links with secondary schools to provide clear alternatives to students in public schools so that they are encouraged to stay in school and graduate; 2) build the opportunity ladders to help those in poverty climb into productive, meaningful work; 3) develop programs and opportunities to promote the continued occupational and social mobility of blacks, Latinos and other minority groups who are in the lower middle class; 4) expand educational opportunities that will reduce educational and income differences in the city; and 5) prepare workers for jobs in the public and private sectors.

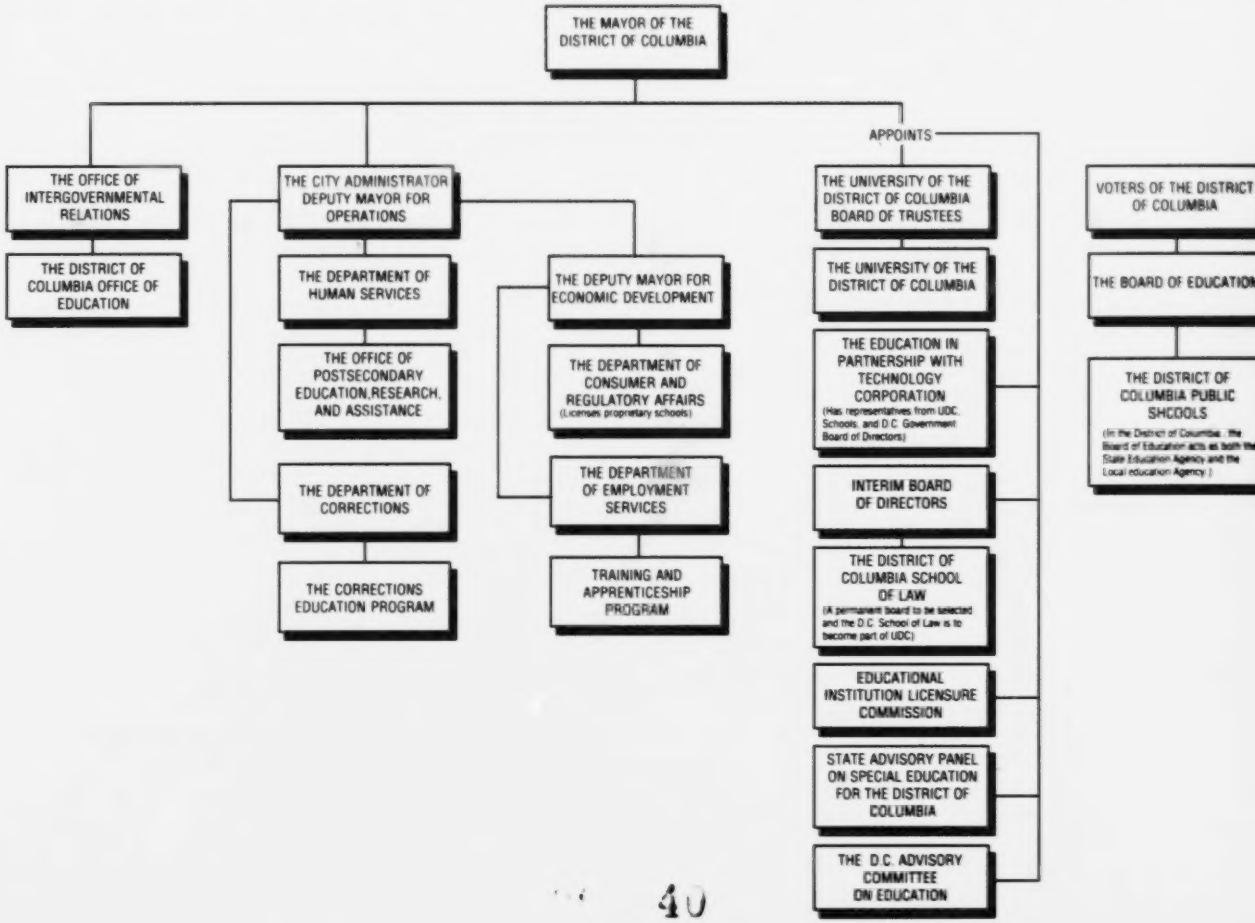
In conclusion, District residents expect and require a public postsecondary education system 1) that offers a range of quality programs; 2) that provides for a clear progression through the system; 3) that is responsive to the educational and employment needs of the city; 4) that operates from a clearly developed long-range, strategic plan; and 5) that makes a difference in the overall social, cultural, intellectual, and economic life of the city. As indicated in the next two sections of this report, the Commission found that there are high and demanding expectations for public postsecondary education in the District. To meet these demands, the administrative structure in the executive branch needs to be reorganized and the current system of public postsecondary education rethought if the city is to have the type of public postsecondary institutions that will provide the educational access and opportunity that its residents, businesses and government will need in the 21st century.

The Puzzle

"The importance of understanding our educational systems as interactive and interconnected seems undisputed; educators have expounded this notion with great frequency and vigor. Yet as a nation we have not developed the value orientation or the concomitant structures required to increase the level of coordination and cooperation among our systems from the preschool to the graduate school levels." *(One Third of a Nation.)*

The Commission gathered information about all the entities in the District government that provide postsecondary education services because any comprehensive plan for postsecondary education would include all parts of the system. What the Commission discovered is that educational services in the District of Columbia are provided by many agencies and institutions generally operating independently of one another. (See Chart 1.) The system within the executive branch for providing postsecondary education services to District residents is unnecessarily complex. There are several entities involved. There is no central coordination of the services, nor is there a single office that can provide information about all the services. Parts of the puzzle lie scattered about. New pieces are created to fill what are perceived to be gaps in the system. There is no comprehensive planning or policy approach that encompasses all of postsecondary education in the District. As a result, there is no clear line of responsibility for public postsecondary education and there is no mechanism for coordination across agency lines or between elementary and secondary schools and the District's colleges and universities.

CHART 1
ORGANIZATION CHART FOR EDUCATION IN THE DISTRICT OF COLUMBIA


THE MAYOR OF THE DISTRICT OF COLUMBIA
APPOINTS
THE OFFICE OF INTERGOVERNMENTAL RELATIONS
THE DISTRICT OF COLUMBIA OFFICE OF EDUCATION
THE CITY ADMINISTRATOR DEPUTY MAYOR FOR OPERATIONS
THE DEPARTMENT OF HUMAN SERVICES
THE OFFICE OF POSTSECONDARY EDUCATION,RESEARCH, AND ASSISTANCE
THE DEPARTMENT OF CORRECTIONS
THE CORRECTIONS EDUCATION PROGRAM
THE DEPUTY MAYOR FOR ECONOMIC DEVELOPMENT
THE DEPARTMENT OF CONSUMER AND REGULATORY AFFAIRS
(Licenses proprietary schools)
THE DEPARTMENT OF EMPLOYMENT SERVICES
TRAINING AND APPRENTICESHIP PROGRAM
THE UNIVERSITY OF THE DISTRICT OF COLUMBIA BOARD OF TRUSTEES
THE UNIVERSITY OF THE DISTRICT OF COLUMBIA
THE EDUCATION IN PARTNERSHIP WITH TECHNOLOGY CORPORATION
(Has representatives from UDC, Schools, and D.C. Government Board of Directors)
INTERIM BOARD OF DIRECTORS
THE DISTRICT OF COLUMBIA SCHOOL OF LAW
(A permanent board to be selected and the D.C. School of Law is to become part of UDC)
EDUCATIONAL INSTITUTION LICENSURE COMMISSION
STATE ADVISORY PANEL ON SPECIAL EDUCATION FOR THE DISTRICT OF COLUMBIA
THE D.C. ADVISORY COMMITTEE ON EDUCATION
VOTERS OF THE DISTRICT OF COLUMBIA
THE BOARD OF EDUCATION
THE DISTRICT OF COLUMBIA PUBLIC SHCOOLS
(In the District of Columbia, the Board of Education acts as both the State Education Agency and the Local education Agency.)

Public Educational Functions in District Government

Within the structure of the District government, several boards, institutions, agencies and divisions provide educational services to District residents:

- The University of the District of Columbia—an independent agency—is governed by a 15-member board, 11 of whom are appointed by the Mayor. It is responsible for providing a comprehensive postsecondary educational system.
- The Board of Education—also an independent agency but with elected members—provides elementary, secondary and adult education. In addition to the prekindergarten through grade 12 program, the public school system includes 13 adult education centers which served over 17,600 people in 1986.
- The recently established Education in Partnership with Technology Corporation is another independent entity with a 23-member Board of Directors, 16 of whom are appointed by the Mayor. It is charged with developing partnerships to provide job training, research and business incubation in high technology areas.
- The D.C. School of Law is currently under the direction of an Interim Board of Directors, but the law establishing the school calls for it to become a part of the University of the District of Columbia. The law school is to provide low-cost legal education to District residents.
- The Office of Postsecondary Education, Research and Assistance (OPERA) is a division of the Department of Human Services. OPERA administers District and federal financial assistance programs, District internship and partnership projects and collects information on colleges and universities in the District. OPERA currently operates 13 programs, three of which

receive federal funding through the U.S. Department of Education.

- The District of Columbia Office of Education (DCOE) is a division within the Office of Intergovernmental Relations. The DCOE, formally established in 1987 to serve as liaison between the Mayor and other education agencies at all levels, provides policy analysis, prepares reports, and monitors some statewide programs.
- The Educational Institution Licensure Commission (EILC) is an independent agency which approves institutions for veterans' educational benefits, licenses those degree-granting institutions that are not chartered by the federal government, and maintains student records of institutions which have ceased to exist.
- The Department of Consumer and Regulatory Affairs, established in 1971, licenses proprietary schools as one of its many functions.
- The Department of Corrections operates some educational programs and coordinates others provided by the public schools and the University of the District of Columbia. Enrollment was 1,813 in 1986.
- The Department of Employment Services coordinates or administers a number of training programs. There are more than 2,700 people enrolled in ten apprenticeship and pre-apprenticeship programs. Over 5,700 are enrolled in programs funded under the District's Youth Employment Act. Four federally funded job-training programs served more than 6,600 adults in 1986.
- The Board of Education and the Mayor appoint members to the D.C. Special Education Advisory Committee, which advises the Board of Education on Special Education Programs.

- The Mayor appoints 35 members to the D.C. Advisory Committee on Education, which has a federal mandate to advise the Board of Education on the use of funds set aside for state use under the Education Consolidation and Improvement Act.

Other Educational Services in the District of Columbia

In addition to the range of the District's public education programs, other private, parochial, and federal government entities provide a wide range of academic and training programs:

- Nineteen private colleges and universities enrolled 66,606 students in 1986. An additional 3,000 students were enrolled in 20 off-campus programs in the District operated by colleges and universities located elsewhere.
- There are 76 proprietary schools, academies and other institutions providing postsecondary education and training in the District.
- Four baccalaureate degree-granting institutions from countries outside the United States are incorporated in D.C. and are licensed by the Educational Institution Licensure Commission.
- Eleven colleges and universities belong to the Consortium of Universities of the Washington Metropolitan Area.
- Over 13,000 students are enrolled in 60 private and 48 parochial schools. This includes early childhood centers with first grade programs.
- Slots are available for over 17,000 children in 314 licensed child care centers.
- Correspondence schools operated by the McGraw-Hill Educational Center and the National Radio Institute reported a national enrollment of over 66,000 in 1986.
- The U.S. Department of Agriculture Graduate School offers more than 1,000 courses mostly to government

workers in the metropolitan area. The school reported an enrollment of 41,900 in 1987.

- Uncounted seminars, training and management courses, and leisure time educational programs are offered through federal agencies, associations and museums located in the District.
- Nearly 1,300 membership organizations such as professional associations, labor unions, civic, social, fraternal, political or religious organizations offer a multitude of seminars and training programs.
- Some 60 community organizations and churches provide basic education and English language training for adults who seek to improve their basic skills or learn English.

The Organization of Educational Functions within the Executive Branch

A prime example of fragmented public postsecondary education operations may be found within divisions and offices under the jurisdiction of the executive branch of the District government. Even though charged with different duties and responsibilities, the offices share common interests, assemble and disseminate like information and, in many cases, respond to the same constituents. For example, the Educational Institution Licensure Commission keeps a list of licensed and chartered institutions as well as institutions it certifies as eligible to offer courses to veterans. OPERA assembles information from District institutions for its Higher Educational General Information Survey and the Integrated Postsecondary Education Data System. The D.C. Office of Education lists postsecondary institutions and elementary and secondary schools.

Most of the District's postsecondary institutions are contacted by all three offices at different times for different reasons. OPERA collects data and works with financial aid officers. For certain other federally mandated programs, such as the Education for Economic Security Act, the primary liaison is with college and university administrators. The D. C. Office of Education acts as

liaison between the Office of the Mayor and the administrations of postsecondary institutions. The Educational Institution Licensure Commission licenses degree-granting institutions. With the exception of the University of the District of Columbia, these 3 offices have primary responsibility for overseeing public postsecondary educational functions.

It is not surprising that a number of proposals beginning with *The Transition Task Force Report of 1978*, prepared for Mayor Barry, have recommended consolidation of those education functions performed by various government agencies. The Transition Task Force supported the formation of a centralized office that would address educational functions and issues in the District. The report noted that "All subcommittees endorse the concept that the Mayor establish a functional coordinating Office of Education for the District of Columbia to consolidate those educational functions within the jurisdiction of the Mayor." The Higher Education Subcommittee reported the following: "Our first recommendation is that the new Mayor establish a District Office of Education to serve as an umbrella body for coordinating education efforts and policy at all levels." The subcommittee recommended that "immediate action be taken to appoint a District Commissioner of Education."

In 1979, the Special Assistant for Education to the Mayor, Ettyce Moore, commenting on the executive branch's authority to create an office of education, called for a state agency:

> It is clear that the Mayor has the authority to establish a state education agency and direct that all federal education funds which come to the District be directed to such agency. The state education agency should accomplish the much needed task of comprehensive planning and coordination of education affairs in the District of Columbia.

In 1980, in her "An Organizational Prospectus for the State Agency for Education," Moore noted that a major portion of the educational services were housed in the Department of Human Resources, now the Department of Human Services, which was at variance with national trends. She reported:

> At the national level...education is now viewed not as a welfare or social services program, but as an entity within itself. Likewise, on the local

> level, education and specifically the State Agency for Education, should be established outside the Department of Human Resources, and most appropriately placed within the Office of the Mayor.

Also in 1980, the Secretary of the District of Columbia, in proposing long-range objectives, wrote that "once the Mayor has consolidated those educational programs currently under DHS, and commences his in-depth review of all education state plans/grants requiring his approval, then the Mayor must move to consolidate educational programs in other District agencies under his direct control. At this point, the State Education Affairs Office must, by necessity, be expanded into a State Office of Education; this will require Council approval, since it is proposed that this office be moved out of DHS and be established as an agency within the Executive Office of the Mayor."

In 1983, the issue of establishing a state office of education to coordinate education activities and policies was raised again. The report of another mayoral transition task force (Education, Culture, and Leisure) argued that:

> All government programs in economic development, job training, and human services must be linked with programs in the public school system and the University of the District of Columbia. The responsibility of the Office of State Education Affairs will be expanded to ensure proper coordination of these programs and improve cost effectiveness.

Another example of multiple but similar programs offered through a variety of entities within the District government may be found in the three areas of 1) training, 2) basic education and General Education Development preparation, and 3) continuing education.

The Department of Employment Services spent $20.3 million on training in 1987. Most of those (5,000 of 5,700) enrolled in programs funded under the Youth Employment Act were high school graduates. Additionally, more than 3,000 were enrolled in Job Training Partnership Act Programs and there were 2,800 in apprenticeship programs.

Through its Division of Continuing Education, the University of the District of Columbia offers 14 programs. The Office of Continuing Studies includes the Career Training Institute, the

Lorton Educational Program, a nursing program and fire and police cadet programs. The Office of Non-Credit Programs offers more than 65 courses for Continuing Education Units and the Office of Special Projects has six additional projects. In 1987, the division had a staff of 25 and a budget of $2.6 million.

While UDC, several churches, and community organizations offer literacy and GED courses, most adults who seek these services enroll in courses offered through the Division of Career and Adult Education in the public schools. In 1987, the division served more than 17,000 District residents at its 13 Career and Adult Education Centers and through programs at the District's 14 community schools. Through its programs, an average of 1,000 residents annually receive General Education Development certificates, another 300 earn high school diplomas and 300 other students earn career certificates. In 1988, the division has an appropriated budget of over $19 million for a staff of 484.

In many areas, the division of responsibility among three District agencies works well. The Department of Employment Services uses the information it acquires about unemployment and available jobs to develop and fund job training programs for adults. The schools provide career training to high school students, basic skills to adults who need them, and GED preparation. The university focuses on continuing education and advanced training for adults.

Even so, the division of responsibility has resulted in duplication of programs. All three agencies offer some of the same job-training programs. All three provide basic skill training. All three have job placement and counseling components. Furthermore, none of the three acts as a clearinghouse of information about the multitude of other adult education opportunities within the District of Columbia. Neither in UDC nor in the public school system do adult continuing education and training programs enjoy a top priority position. The primary mission of the schools is to provide a basic Pre-K to grade 12 education to the District's youth. The University of the District of Columbia focuses on programs that enable students to earn a certificate or a college degree.

In essence, the reports and studies of the existing system have recognized the need to consolidate educational offices and functions within the executive branch under one umbrella in order to coordinate service delivery, develop and disseminate comprehensive information, eliminate duplication, formulate effective education policy, administer interagency statewide programs, act as liaison between District educational entities and private institutions, and monitor education programs. With few exceptions, states have centralized these functions into one office, generally under the direction of a board or commission.

Plans and Politics

"More than half of our students voluntarily cross that border [between high school and college], trusting that what awaits them on the other side is worthy. What they will find is a system of higher education that is by far the largest, most complex, and most advanced in the world. The Nation has entrusted this system to extend both the franchise of learning and the frontiers of the universe itself. But our students will find that this great national resource has not realized its full potential."
(*Involvement in Learning.*)

The current configuration of the system of public higher education in the District of Columbia has evolved over the course of time more often than not as a result of political and legislative endeavors, rather than as the result of thoughtful long-range educational planning. Over the past 25 years, several key recommendations of two master plans for public postsecondary education have been largely ignored. In addition, other units, most notably, the D.C. Public School of Law and the Education in Partnership with Technology Corporation, have been established outside the University of the District of Columbia against the advice of most of the District's public postsecondary education leaders. Whatever the causes of these developments, the end result has been the emergence of an uncoordinated and unwieldy system of public higher education.

A critical event in the evolution of public postsecondary education in the District of Columbia was the creation of the University

of the District of Columbia in 1975. The Commission found that against the advice of education leaders and the recommendations contained in the Chase Report of 1964 and the Little Report of 1971, Congress and the Council of the District of Columbia in 1975 consolidated three institutions into one: Federal City College (FCC), D.C. Teachers College (DCTC), and Washington Technical Institute (WTI). For the past 13 years, the UDC Board of Trustees and the administration have attempted to resolve the myriad policy and management issues generated by the consolidation. Three different administrations, faculties, and missions had to be melded into one.

Marie Racine, Professor of Foreign Language, and Meredith Rode, Professor of Art, both at UDC, in testimony before the Commission, concluded that political expediency, not sound academic judgment, guided the decisions to merge WTI, FCC, and DCTC. "The consolidation itself," testified Racine and Rode, "provided sufficient complexities to make it a formidable task, but it took place within a context which imposed even greater difficulties and challenges. The institution was created at a time when the District itself was undergoing considerable changes in terms of the transition to home rule. The demographics of the city were changing, opportunities for minorities were opening up in institutions which had excluded them, financial aid was beginning to become more restrictive, and higher education across the nation was undergoing a period of retrenchment after unprecedented growth in the 1960s and 1970s. So, a young and undefined institution was charged with meeting educational needs in a context which itself was in flux."

"The University," stated Dr. Joyce Payne, past Chair of the UDC Board of Trustees, and Dr. Bobby Austin, Acting Director of the University Secretariat, in a statement before the Commission, "was conceived, developed, and created in a vortex of extremely complex, social, and educational crosscurrents." The inevitable conclusion is that a "young and undefined institution in a context which itself was in flux has yet to provide the range of opportunities offered by other state land grant institutions that were established in the 1800s."

To compound the problem, there has been a proliferation of job training, vocational and professional programs outside of UDC. This proliferation of programs combined with declining enrollments, high rates of migration of college-bound students out of the District, and widely held perceptions that UDC is not fulfilling its academic mission have created an environment that makes it difficult for UDC to fulfill its mandate to provide a wide range of postsecondary offerings ranging from certificate to doctoral programs: "vocational and technological education, as well as liberal arts, sciences, teacher education, and graduate and postgraduate studies." (D.C. Law 1.36, D.C. Code, Sec. 31-1501.)

Reports on Public Postsecondary Education Prior to 1974

In 1971, the Arthur D. Little consulting firm produced a report recommending a design for a system of public postsecondary education in the District of Columbia. It included a wide variety of original data:

- A survey of student interest including high school seniors, those who chose not to enroll in college and college students;
- An assessment of metropolitan area occupations and training needs;
- A review of educational attainment of District residents; and
- A list of programs offered by local institutions.

The Little Report projected possible levels of full-time equivalent student enrollment by 1985—16,600, 22,300 or 27,600. On the basis of these projections, the report made specific recommendations regarding governance, administration, institutional structure, programs, operating expenses and facilities. The report included transition plans, projected budgets for both capital and operating expenditures and went so far as to include draft establishment legislation.

The District government's Request for Proposal, which was the basis for the report, stipulated that "the Comprehensive Plan for Public Higher Education in the District should be based on the

premise that every District resident should be afforded the opportunity to attain the highest level of education of which he is capable." Thus, the first part of the report focused on open admissions and equal access policies. Because a significant number of District families had incomes at or below the poverty level, the Little Report recommended low tuition at the public institutions and "a variety of student aid programs."

The Little Report makes other recommendations to "foster equality of access":

- Develop outreach programs for "non-traditional students, the poor, and older persons;"
- Offer courses in "geographically dispersed facilities conveniently accessible to concentrations of students;"
- Plan evening and part-time programs;
- Establish day care centers; and
- Develop procedures to permit students maximum flexibility to discontinue study for periods of time or to easily re-enroll.

The Little Report also recommended a research, evaluation and planning component to enable the system to respond to the changing needs of the community, to coordinate among the institutions, to keep abreast of student responses to programs and to evaluate the cost effectiveness of programs and services. In so doing, the authors recognized the need for ongoing planning and evaluation to ensure that the institutions remained dynamic and responsive.

But, most importantly, the system recommended in the Little Report would have had discrete, relatively independent components designed to provide the broadest range of educational opportunities for all District residents regardless of age, preparation, or need. The authors emphasized the importance of developing separate components by underlining a recommendation against consolidation: "*We do not recommend the establishment of a single public institution of higher education in the District or the merger of existing public institutions into a single institution .... We recommend the establishment of a coordinated system of individual institutions governed by a single board.*"

Significantly, the major findings and recommendations of the Little company were anticipated by the Chase Report seven years earlier. The President's Committee on Public Higher Education in the District of Columbia, established by President Lyndon B. Johnson and headed by Dr. Francis S. Chase, issued its report in June, 1964. It recommended the establishment of a publicly supported comprehensive system of higher education that provided a range of opportunities for education and training beyond high school, and it made four key recommendations:

- The "immediate" establishment of a community or junior college.
- The establishment of a college with baccalaureate and master's programs.
- The creation of an extensive scholarship program.
- With the assistance of the federal government, the establishment of centers for graduate and post-doctoral study and research.

The governance of those institutions was a major concern of the authors of the report, and it recommended the establishment of a board of higher education to govern the new institutions and strongly suggested that each should operate independently with separate administrations, staff and faculty and a separate physical plant.

One key element to promote access, expand opportunity, and ensure that there was a trained work force was the establishment of a community college. As the report stated: "In an age of technology that constantly requires more specialized skills, our society is demanding ... workers with skills beyond those obtainable in high school .... The economy will provide fewer and fewer opportunities for young people who approach the world of work with limited educational achievements."

The proposed community college was intended to be a key component in the comprehensive system of higher education that would address the needs of those for whom access to postsecondary education was limited. The report anticipated some of the

current concerns that community colleges are academic dead-ends—especially for many minority students—and the report emphasized the need to ensure that community college students could transfer into the District's university.

The then existing D.C. Teachers College (DCTC) was to be a part of the new college.

These recommendations grew out of the sense of the Chase committee that postsecondary education and training opportunities were simply not available to many District residents and that teacher education could be offered within the baccalaureate institution. Tuition at most of the District's private institutions was more than many families could afford, and it was too costly to send students away to school. For those not choosing a career in teaching, postsecondary education and training opportunities were quite limited. A college of liberal arts and sciences would expand those opportunities.

In an era prior to the advent of open admissions policies, the Chase committee recommended the establishment of a system of postsecondary education that would enable graduates of the District's public high schools to continue their education. The community college was envisioned as a bridge between high school and a job or advanced education. To further expand the opportunities for higher education, the Chase committee also recommended the establishment of non-competitive scholarships for students to attend not only District institutions, but any accredited institution. The objective was to provide "the maximum incentive for high school students." The Chase committee also recommended establishing a college of liberal arts and sciences to provide an alternative to District residents who could not afford the tuition charged by many private institutions.

Although the primary thrust of the Chase Report was to recommend a system of postsecondary education that would increase access to those generally unable to attend college, the report also acknowledged the need to expand educational opportunities on the graduate level. The Chase committee cited a report prepared by the U.S. Employment Service that recommended the establishment of a major center for graduate and postgraduate study and

research. The Employment Service understood that the presence of the federal government created a need for advanced education and training.

The Chase Report, however, went beyond the recommendations of the U.S. Employment Service to suggest that "graduate work and research in engineering, the physical sciences and the life sciences must be further strengthened." Interestingly, the Chase Report goes on to say, "graduate work in education is far below the national level at a time when demands for specialized educational personnel are increasing in the District as well as nationally."

Finally, although the Chase committee stopped short of recommending the establishment of a graduate center, it envisioned the program as including curriculum targeted toward working adults who wished to continue their education.

The Chase Report, then, made four recommendations and focused on the needs of District residents who lacked access to opportunities for postsecondary education. In addition, the report recommended the establishment of advanced graduate, research and postgraduate programs.

Consolidation

In spite of the recommendations in both the Chase and the Little reports, Congress and the Council of the District of Columbia approved legislation consolidating the three predecessor institutions into the University of the District of Columbia in 1975. In recommending the consolidation before Congressman Charles Diggs in 1973, Dr. Marjorie Parker, a councilmember, stated:

> The Council believes that a university system would provide a legal mechanism within which greater coordination and unification of public higher education could be accomplished. Additionally, this legislation could be expected to bring further cohesiveness of purpose and of goals with maximum and equitable utilization of funds and resources.
>
> A university system as conceived in this bill, with distinct colleges and schools, including graduate programs and postgraduate programs, will provide a wide range of opportunity for all residents of the District of Columbia. Students with varying abilities, and I might say varying interests, but who for financial reasons cannot take advantage of the programs

> offered by the many fine universities in the area will have access to a multiplicity of opportunities within the envisioned public university. (Quoted in an "Overview of Selected Educational Issues at the University of the District of Columbia," Payne and Austin, 1988.)

Thus, even though the Chase and the Little reports had recommended the establishment of separate components, some thought such components could be developed within one consolidated structure. Many, including key members of Congress, thought consolidation would be more cost effective. As a result, the consolidation was approved.

Under consolidation, the university has been organized into six colleges — 1) Liberal and Fine Arts, 2) Physical Science, Engineering and Technology, 3) Business and Public Management, 4) Education and Human Ecology, 5) Life Sciences, and 6) University College — and two divisions — 1) Graduate Studies and 2) Continuing Education. Each of the five colleges has a single faculty and provides academic programs ranging from two-year certificate and technical or vocational programs to four-year degree and graduate programs. The University College is the point of entry for all incoming students and is responsible for ensuring that all students develop the skills required for advanced college studies. The Division of Continuing Education provides training, continuing education courses, and seminars. In addition to these functions, land grant services and programs were to be provided through the Cooperative Extension Service.

In their testimony, Payne and Austin documented some of the planning that occurred following consolidation. At the outset, in 1976, the board asked a consultant, Dr. Israel Tribble, to recommend an organizational structure. In forwarding his recommendation, Tribble identified three critical factors to be considered in organizing UDC:

- The development of a wide range of programs, studies, and degrees;
- A strategy to involve District residents in every aspect of UDC affairs;

- As a part of the comprehensive program, a strong liberal arts program and a diversity of programs in vocational and technical education.

The University College was to be a key component of that structure because it was to be the point of broadest access and was to act as an academic bridge to other programs. The University College was to provide the remedial and developmental training necessary for students to meet the standards of the academic programs. Tribble recommended other components to support the individual colleges:

- An Improvement Clinic
- A Counseling Clinic
- A Tests and Measurements Unit
- A Research Unit

These units were to complement the six colleges and two divisions.

The board adopted the Tribble recommendations which defined consolidation as a *single* management system and *single* University. This decision defined how the Board of Trustees understood consolidation, *balancing fiscal, cost,* and program offerings.

"In retrospect," concludes Payne, "this decision placed an immense amount of pressure on the university to come to grips with duplication in staffing and in course offerings."

In the years following the initial consolidation plan, many of the issues remained. A central concern in the *Self-Study of 1979*, the *Master Plan of 1981*, the *Congressional Oversight Hearings of 1984*, and the *Self-Study of 1984* has been how to provide all the educational opportunities generally offered through different types of institutions within a single university.

There were seven recommendations in the *Master Plan of 1981*, not unlike many that had come before: 1) maintain open admissions, 2) expand program offerings, 3) seek improved retention, 4) provide diverse educational programs outside the regular credit course offerings, 5) recruit quality faculty and improve the

quality of graduates, 6) plan expansion of facilities and programs, and 7) engage in other activities designed to advance knowledge generally.

In perhaps greater detail, the *Congressional Oversight Hearings of 1984* and the *Self-Study of 1984* focused on mission and management within the institution. The Congressional report identified several problems: 1) "an uphill struggle to create a strong, unitary identity;" 2) "a massive problem created by the different personnel systems to which the faculty (and non-faculty) employees of the three different institutions had belonged;" 3) "faculty with widely divergent training, backgrounds and interests;" 4) "redundant personnel assignments and excessive layers of administrators, a problem naturally inherited from the reduction of three distinct administrations into a single administration;" and 5) "divergent programs and objectives inherited from three different institutions with dissimilar missions." The report stated:

> The primary difference in the programs of the three institutions was the fact that one of them, the Washington Technical Institute (WTI), has specialized solely in technical training programs, the successful completion of which resulted in certificates and degrees beneath the baccalaureate level. Such programs are not usually part of a university curriculum. Students matriculating in such programs often have academic backgrounds and goals that differ from those of the average college or university student. They are entering the labor market earlier than baccalaureate candidates, and sometimes lack the college preparatory background of students entering regular four year college or university programs. Perhaps even more important, those students would normally be taught by and under the guidance of a faculty of vocational specialists whose interests would not normally include such regular college and university faculty activity as publishing and research.
>
> These problems were, of course, seminal to the overall identity problem of the new university, but more significantly, this matter lay near the heart of the university's larger problem of creating a fully synchronized, unified curriculum and program for the new university. There was not simply the appearance of widely different elements with disparate goals being mixed — such was in fact the case. Both a number of faculty and students were clearly outside any common area of training, interests or goals with other faculty and students. Moreover, the challenge to resolve this problem was magnified by the need for these disparate elements not simply to merely coexist, but to pursue their different objectives in conformity (as much as possible) under uniform policies.

> While great progress has been made, several respondents to this oversight review expressed the concern that significant aspects of this problem remain. (pp. 20-22).

Although the university could be commended on progress, the crucial problem remained: the development of an organizational structure and a physical plant that would enable UDC to meet its mission as a comprehensive system of public postsecondary education. The authors of the *Self-Study of 1984* reiterated the theme:

> The University is still in the process of solving many of the problems resulting from consolidation. The components of the governance structure are in place, but linkages need to be developed among them. Further, there have been frequent changes at the level of Vice President for Academic Affairs, and these changes have resulted in delays in implementing many academic procedures. There also exists confusion in many parts of the University over what constitutes policies and procedures. (p. 7)

When he first came to UDC as its new president in 1987, Dr. Rafael Cortada found the university to be a "balkanized institution" primarily because of inadequate facilities. In testimony before Congress, he said:

> A university's academic program is hard pressed not to reflect the physical plant it houses. The physical plant problems at UDC are so serious that they represent a constraint to quality education, scholarly productivity, coherent governance, sound fiscal management and institutional planning. The facilities at the Van Ness Campus are excellent. However, they are so overcrowded that they provide inadequate facilities for scientific and technical research, and the developmental and co-curricular educational programs generally accepted as the corequisites for quality instruction.

While Dr. Cortada attributes some of the difficulties experienced by the university to inadequate facilities he also views the organizational structure as an impediment to effective management. He expands his discussion to observe that the District's public postsecondary system does not reflect the organizational structure which exists in other states in response to emerging needs. In a statement before the Congressional Subcommittee on Judiciary and Education of the Committee on the District of Columbia on April 23, 1988, Dr. Cortada said:

Virtually all American citizens have access to three tiers of higher education. From Maryland to California, one finds in each state and in major cities, broad access for students at three levels:

1. A state university — this is generally a basic research, professional, and graduate level entity with a broad program ranging from undergraduate through doctoral, medical, legal and other professional studies.

2. A system of state colleges and universities. These are often reconstituted state teachers' colleges, broadened into liberal arts institutions focused on undergraduate, Master's and entry level professional studies. Land grant functions are often vested in these institutions, with a strong focus on applied research.

3. A system of community or technical colleges. These two-year, Associate-degree granting colleges provide liberal arts transfer programs leading to the third year or university studies, when there is proper articulation, and vocational-technical degree certificate programs leading to employment.

Such a system exists in the District's neighboring state of Maryland. In its higher education plan, "Higher Education: An Investment in Excellence," the report of the Governor's Commission on Excellence in Higher Education (January 1986), the purpose, articulation and delineation of Maryland's public postsecondary education system is outlined: "This plan is to establish the University of Maryland as the most selective institution and the institution empowered to develop new doctoral programs, the community colleges as the point of broadest access, and the remaining colleges and universities as a diverse segment of institutions with distinctive missions." These institutions are coordinated by a state board of higher education.

The state of Virginia has a range of public higher education institutions available to its residents. The major research institutions are the University of Virginia at Charlottesville and George Mason University in Fairfax County. In addition to these comprehensive universities, there are a number of public four-year colleges and several community colleges. Like Maryland, these institutions are coordinated by a state board of higher education.

Other states have developed systems for public postsecondary education with separate components like those recommended in

the majority of reports prepared for the District's education leaders. The following are examples:

- California has a postsecondary education commission that, among other functions, coordinates policy for the state's comprehensive system. The system includes public senior colleges and research laboratories as a part of the University of California under a board of regents. A board of trustees governs the state colleges and a board of governors is responsible for the community colleges.
- In Georgia, both the senior and junior colleges are governed by a board of regents.
- In New Hampshire a postsecondary education commission is the statewide coordinating agency, but a board of trustees governs the public senior colleges and a state board of vocational-technical education governs the vocational institutions.
- In New York, a board of regents is responsible for all parts of the system including elementary and secondary education. Within the comprehensive system, a board of trustees oversees both the two-year institutions and the four-year universities. New York City has a separate board of trustees for its two-and four-year institutions.

In all of these states, the community and junior colleges are separate and independent from the four-year institutions. Several states have chosen, in addition, to make the research function independent.

The District has developed a system unlike that embraced by other states. Even though there were a number of recommendations that the District create a comprehensive system for public postsecondary education that included separate educational components, the District's three public postsecondary education institutions in existence in the late 1960s and early 1970s were consolidated. Many of those who testified before the Commission

argued that the structure of the new University of the District of Columbia may have impeded efforts to offer the widest possible range of high quality programs to meet the needs of a diverse population.

Recommendations of the Mayor's Advisory Commission on Postsecondary Education

"California's educational system is not unified. It consists of many diverse institutions, organized under separate governing boards, that are heavily interdependent and sometimes cooperative but more often operate independently. There is strength in this independence, but we cannot meet the needs of an increasingly diverse California without enhanced cooperation among all our educational institutions. Above all, there must be a policy consensus that from preschool to doctorate, public and private, we are one system."
(The Master Plan Renewed: Equity, Quality, and Efficiency in California Postsecondary Education.)

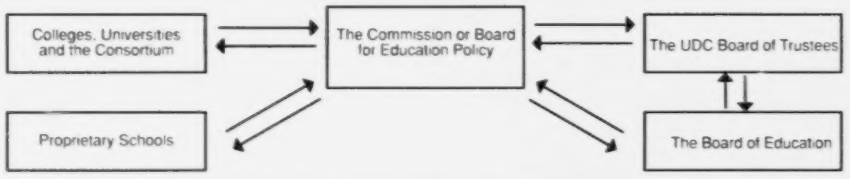
RECOMMENDATION NUMBER ONE: POLICY AND PLANNING

The Commission recommends the establishment of an education commission or board to coordinate education policy development across agency and institutional lines. It is proposed that members should represent a broad spectrum of community interests and should be appointed for a long enough term to ensure commission stability. (See Chart 2.)

DISCUSSION

It is important to note that while the recommendation is that this new board or commission coordinate policy development primarily in the area of public postsecondary education, it is specifically not intended to replace any of the mandated functions either

CHART 2
The Mayor's Commission on Postsecondary Education
Proposal to Establish a Commission or Board for Education Policy


Colleges, Universities and the Consortium
The Commission or Board for Education Policy
The UDC Board of Trustees
Proprietary Schools
The Board of Education

of the Board of Education or of the Board of Trustees of the University of the District of Columbia. It is intended to review and shape policies that cut across institutional and agency lines. The intention is that, by establishing this entity, the District government will have in place a mechanism for the systematic and orderly review and formation of policy that includes the broadest range of interests.

With respect to the board or commission, the Mayor's Advisory Commission specifically proposes 1) that the new board or commission have eleven members, six appointed by the Mayor, three by the Council of the District of Columbia, one member from the Board of Education, and one member from the UDC Board of Trustees; and 2) that members be appointed to seven-year staggered terms. In its discussions, the Commission expressed concern that the new board or commission include representatives from a cross section of interests including business, education, and the community at large and that they be committed to public education. Whatever the eventual process for selecting appointees, the Commission's primary concern was that this new education board or commission have the stature and political independence to develop sound and effective education policy in coordination with all sectors of the community.

As important as the composition or appointment process for the new board or commission is its function. This commission should pay particular attention to policies designed to enhance collaboration among institutions and agencies directed at providing a quality education and at keeping young residents in the system

through high school, college and beyond. The new board or commission should have a special responsibility to work with the University of the District of Columbia, public schools, private and parochial schools, the Consortium of Universities, the District's proprietary schools and other postsecondary education institutions to help shape educational policy for the District that takes into account all of the diverse interests within the community.

This board or commission is not intended to be a regulatory body. Nor is it intended to be a governing board or have budgetary authority. Rather, it is intended to evaluate and shape policy. It is expected to facilitate articulation among agencies and institutions for educational purposes. It will provide guidance and shape policies for the D.C. Office of Education. Heretofore, much education policy has been shaped in an *ad hoc* fashion by the individual educational units in the District, often without input from institutions affected by those decisions. Just as it is important for the District government to develop a comprehensive system for public postsecondary education and to do so by following a carefully thought out plan, it is important to develop policy in a systematic manner.

As an initial step the Commission recommends that the new board consider certain programs and collaborative arrangements linking the District's colleges and universities—with a special emphasis on the University of the District of Columbia—and the public schools. As policymakers across the nation consider ways to address the urgent and compelling need to keep people in the education system from the earliest age, they are increasingly calling upon all those involved in postsecondary education to develop joint programs with elementary and secondary schools to accomplish this objective.

It is illustrative to note a question asked of State Higher Education Executive Officers by Senator Christopher Dodd during a meeting in the Senate on April 27, 1988: "What are you doing to encourage collaborative arrangements between colleges and universities and elementary and secondary schools?"

Those who talk about school reform and about revitalizing institutions of postsecondary education recognize the critical need

for all educators, wherever stationed, to focus energy and resources on America's most compelling need. Everything possible must be done to encourage disadvantaged, discouraged, and disenfranchised young people to stay in school and do well in their studies. The persistent refrain of those who study demographics and economics is that there is an ever widening gap between the rich and the poor. The disadvantaged—especially minorities—may be less likely to take advantage of available educational opportunities.

Many successful programs are documented in a recent listing of more than 1,000 programs nationwide, entitled the *National Directory of School-College Partnerships*. Among these, some of the most effective college/school relationships have generally featured professional development and in-service advanced training for teachers. Many of these programs are summer programs designed to provide teachers the opportunity to enhance their competencies in specific academic disciplines. Good collaborative arrangements also benefit new teachers. A key feature of effective programs is extensive on-site interaction between university administrators, faculty and staff and school administrators, faculty and staff.

When colleges, universities and schools deliberately plan for faculty and teachers to move from campus to school and from school to campus, institutional barriers are removed and a cooperative spirit is engendered. Carefully planned mutually supportive professional development programs benefit all those involved.

Carefully planned articulation programs that move students from campus to school or from school to campus motivate students to consider college options and ease the transition into college or into vocational and technical programs. As is pointed out in the *Directory*, "Collaborative arrangements . . . expand the range of academic options for students, reduce curriculum duplication and credit transfer difficulties, encourage acceleration, and address the needs of special groups (e.g., adults returning to complete a high school program or college degree)." (p. 63) Well-planned articulation and pre-college programs enhance students' preparation for postsecondary education and training.

One of the most successful of these programs is the Middle College High School started by LaGuardia Community College in 1974 and replicated at other institutions. Junior high school students are referred by counselors and are enrolled in the program on the college campus. The primary goals of the college are to enhance the student's self-image, academic performance, and rate of success. Peer models, small classes, and supplemental resources are the keys to preventing these "at risk" students from dropping out. Given the "at risk" nature of the group, the 85 percent graduation rate indicates a significant level of success.

The listing of programs illustrates a national development that is parallel to developments in the District of Columbia. Recent collaborative arrangements between UDC and the schools, between businesses and educational institutions, between the private colleges and the government, between the government and the schools, and between faculty members and teachers have succeeded beyond early expectations. The recently formalized articulation agreement between the public schools and UDC assures continuation of many of the 36 joint programs. The Commission suggests further assessment of the strengths and weaknesses of these programs and strategic planning to enhance collaborative arrangements. Every sort of articulation among educational institutions and government agencies that can effectively address the dropout problem should be encouraged and supported.

This, however, is only one of the policy considerations that should come before the board or commission. There are a host of others that might be reviewed:

- Policies regarding teacher recruitment and retention.
- Plans to increase enrollments in professional and scientific areas of study.
- Policies to provide more financial assistance to District residents for postsecondary education and training.
- Initiatives to encourage more District residents to prepare for careers in the District government where there are critical shortages of qualified personnel.

- Criteria for planning facilities and programs to ensure maximum access for District residents.
- Policies to expand upon existing joint efforts between the District's private colleges, universities, and proprietary schools and District agencies.
- Policies to build upon existing partnerships between businesses and the District's educational institutions.

These are just a few of the many issues raised by those who testified before the Commission that should be considered by the proposed board or commission. The Commission suggests that the new board or commission issue a report on education policy issues every two years.

RECOMMENDATION NUMBER TWO: REORGANIZATION

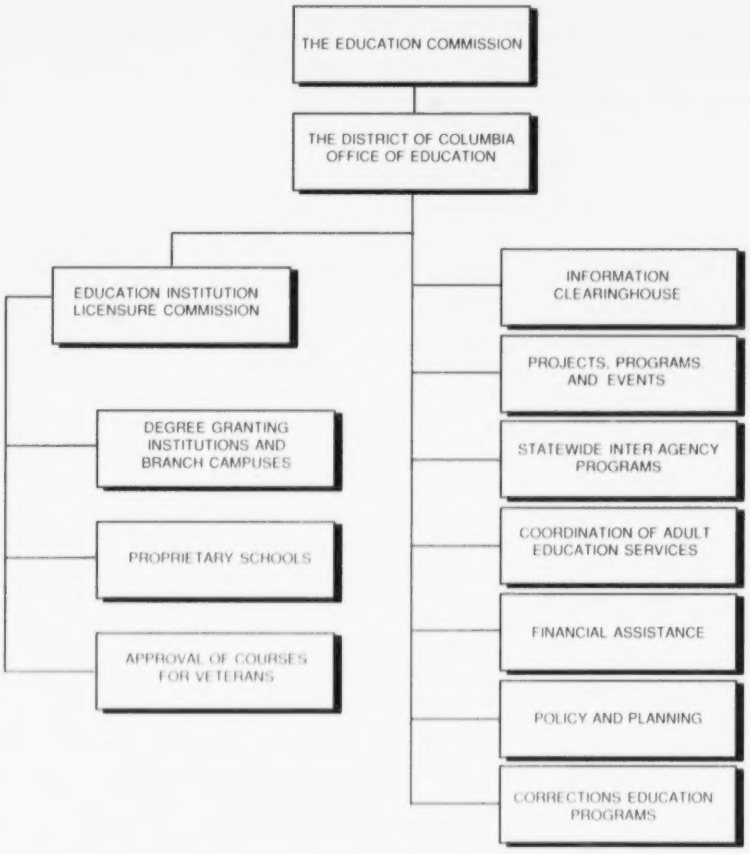
The Commission recommends that the postsecondary education functions now within several executive branch agencies be consolidated into one statewide office—the District of Columbia Office of Education. This office should establish an information clearinghouse, coordinate statewide interagency programs, regulate proprietary schools and degree-granting institutions (except for those with federal charters), develop and coordinate financial assistance programs, coordinate adult education programs and provide staff support to the higher education commission or board. (See Chart 3.)

DISCUSSION

It is clear from the number of entities within the executive branch providing postsecondary educational services that these have developed in a piecemeal fashion rather than as the result of a comprehensive planning effort. As a number of reports have recommended, residents of the District would be better served if these offices and functions were combined.

It is clearly appropriate for one office to have responsibility for statewide interagency education programs. As is the case in other states, where the statewide education office licenses proprietary schools and degree-granting institutions, it is also appropriate for

CHART 3
DIVISIONS AND FUNCTIONS WITHIN THE PROPOSED DISTRICT OF COLUMBIA OFFICE OF EDUCATION



this office to assume responsibility for this regulatory function. It should carry out other duties and responsibilities now within various agencies such as data collection, grant review, legislative review, and interagency program coordination. The office should also provide staff support for the proposed education commission.

In addition, it should assume greater responsibility for providing timely and easily accessible information about college financial assistance programs. There is a wide variety of these financial assistance programs many of which originate within individual colleges, but many more of which are available to residents attending any college or university in the United States. Some of these are funded by local organizations and several originate with the federal government. Many are catalogued in the District of Columbia Public Schools booklet entitled, *Grants, Awards, and Scholarships*. However, there are many other programs not included in this listing. The restructured D.C. Office of Education would be better able to make a concerted effort to ensure that students and parents receive the most up-to-date information about the widest range of college financial assistance programs.

Finally, given the wide variety of adult education programs offered by a number of agencies and institutions in the District, it would be helpful to District residents to have one information source for all adult education programs. The proposed commission will provide this service. It will also conduct an ongoing assessment of adult education policies and programs to determine the most effective way of coordinating and enhancing adult education.

RECOMMENDATION NUMBER THREE:
TOWARD ONE SYSTEM

The Commission recommends the development of a comprehensive system of public postsecondary education under the Board of Trustees of the University of the District of Columbia. As a part of this comprehensive system, the Commission recommends establishment of a community college independent from the baccalaureate and graduate programs at UDC. The community college should have separate administrative staff, faculty and facilities. In addition, the Board of Trustees should assume responsibility for the Education in Partnership with Technology Corporation and the District of Columbia School of Law. (See Chart 4.)

CHART 4
THE RECOMMENDATION TO ESTABLISH A COMMUNITY COLLEGE AND FOR THE D.C. SCHOOL OF LAW AND THE EDUCATION IN PARTNERSHIP WITH TECHNOLOGY CORPORATION TO BECOME A PART OF THE UNIVERSITY

THE BOARD OF TRUSTEES FOR THE UNIVERSITY OF THE DISTRICT OF COLUMBIA
THE CHIEF EXECUTIVE OFFICER OF THE SYSTEM CHANCELLOR OR PRESIDENT
THE UNIVERSITY OF THE DISTRICT OF COLUMBIA
THE DISTRICT OF COLUMBIA COMMUNITY COLLEGE
THE EDUCATION IN PARTNERSHIP WITH TECHNOLOGY CORPORATION
THE DISTRICT OF COLUMBIA PUBLIC SCHOOL OF LAW

DISCUSSION

The Commission senses the need to bring together those entities which provide public postsecondary education programs under the umbrella of one governing entity. The Board of Trustees of the University of the District of Columbia is charged with providing some of the same programs included in the legislation establishing the Education in Partnership with Technology Corporation and the D.C. Law School. While their establishment expands

the range of educational offerings and furthers the purpose of developing a comprehensive system for public postsecondary education in the District, all entities within the system should work together under one central governing and policymaking board. In this way, delivery of services and development of programs can be coordinated. Available resources can be maximized and missions clarified.

As a way of expanding the range of educational opportunities for all District residents and as a way of enhancing their quality, the Commission recommends establishing a community college as a separate entity under the UDC Board of Trustees and UDC's president. All other states have adopted the community college concept and design as an effective and efficient means of providing vocational and technical programs. It is also in line with a number of recommendations contained in the Chase Report, the master plan prepared by the Arthur D. Little Company, and other recent reports and studies. All would agree that, whatever the specific configuration, a comprehensive system for public postsecondary education would include a number of components. As the Chase and Little reports discussed, there are generally four basic components: 1) a four-year university, 2) a community college, 3) a graduate school, and 4) a research unit. The sense of the Commission is that all components of the university would be strengthened with the establishment of this arrangement.

As plans to establish a community college within the comprehensive system of public postsecondary education evolve, it is especially important to take steps to construct adequate and appropriate facilities. The facilities currently at the Van Ness Campus are not sufficient to serve the student population enrolled in the diversity of educational programs. The university now rents a significant amount of space that is not the best suited for educational purposes nor is it cost effective. Other facilities are in such a condition that they require total renovation. The District must commit to major new construction of university facilities as a first order of priority. As these facilities are being planned, the Commission urges the Board of Trustees to consider establishing facilities and programs in those areas of the city generally east of

the Anacostia River that do not currently have easily accessible university facilities.

The Commission recognizes that it will be the Trustees' responsibility to provide appropriate facilities and resources to support new academic programs. The Commission notes that the establishment of a new structural entity provides an opportunity to address the needs of those who desire the training to enable them to secure rewarding jobs within a relatively short period of time.

At the same time, the establishment of a community college as a separate component and as part of a comprehensive system of public postsecondary education should enhance the operation of other university divisions. Given the resources available in the District of Columbia, UDC could easily develop or expand upon several high quality programs in many areas. Of equal importance are graduate, professional, or research programs and certificate and undergraduate degree programs. District residents of all ages and levels of achievement should be provided access to affordable educational opportunities of the widest variety. The development of a comprehensive system for public postsecondary education can go a long way toward meeting that goal.

RECOMMENDATION NUMBER FOUR: INFORMING THE PUBLIC

The Commission recommends the development of a plan to publicize the achievements of the District's educational institutions. Many excellent programs and many of the outstanding achievements of the District's schools, colleges and universities receive little attention. The District should mount a major effort to ensure that these accomplishments receive the recognition they deserve.

DISCUSSION

The Commission and the District's education leaders should seek more opportunities to highlight exemplary education projects and model programs in national forums. Enrollment at the University of the District of Columbia has increased by more than 16 percent for the fall of 1988; UDC's engineering, nursing and

urban studies programs have become fully accredited; new collaborative programs have been implemented with the public schools; more than 1,700 young people participated in the university's enrichment programs during the summer of 1988; there are programs designed to increase the number of women and minorities who study engineering; there are new pre-college programs; programs for those choosing to become teachers have started; and the Board of Trustees has initiated a strategic planning process.

One way to support the achievement of excellence in education is to promote innovative and exemplary programs both locally and nationally. There are innumerable exceptional programs—such as the "College Options" program which places foster children in college—and countless superb teachers, faculty and administrators in the system. The image of the system can be enhanced through a deliberate public relations effort to publicize these exemplary accomplishments.

Even so, more work may need to be done to change a general perception within the community that the university has not lived up to expectations. Constance Morris Hope conducted a study of "The Image of the University of the District of Columbia Among Public High School Seniors." She concludes: "The majority of students in most groups knew of the negative image that UDC has in the community...Several students were sure that UDC is a two year institution... This negative image is *fed by the media* and by talk among...peers and relatives... It is also nurtured by a lack of knowledge about UDC as an institution of higher education." (pp. 4-7, emphasis in the original.)

It is important to note that this study was conducted several years ago and that the image of UDC is rapidly changing. Significantly, 833 of the June, 1988 class from the District's public high schools have enrolled at UDC. Also, according to the summary report, the "Senior Individualized Transition Plan: Preliminary Graduate Exit Document", "many of the District's language minority students have chosen to attend UDC". In another area, a study of alumni conducted by UDC's Office of Planning indicates that alumni are successful and that they highly value the education provided by the university. These are positive

indicators of UDC's achievements and of a change in UDC's image as perceived by the District's high school students. Yet, more can be done to highlight UDC's successes.

RECOMMENDATION NUMBER FIVE: ENGAGEMENT AND COMMITMENT

The Commission recommends an implementation strategy to include a process for engaging the community in a discussion of 1) the Commission's recommendations and 2) new directions for education in the District of Columbia. As has been noted in the report, several plans for public postsecondary education have been written, but most of the recommendations have not been implemented. Given the urgent need to address some of the problems identified in this report, the community should be asked to participate in a discussion of the recommendations and to help bring about a positive change.

DISCUSSION

One of the first steps taken by the Commission was to schedule hearings and a series of briefings to hear from the community and representatives from education agencies and institutions. The heart of the mission statement is a commitment to engagement and participation:

> The Commission recognizes that public postsecondary education and training are crucial to the future well-being of all residents of the District, and particularly to minority residents. We are committed to a process of review, analysis and assessment which will draw upon the resources of this community, and ultimately base the District Government's policy in the strength and wisdom of all segments of the community, particularly the schools and colleges, the families, the churches, voluntary organizations and individual citizens.
>
> Our ultimate goal is to develop a policy framework for postsecondary education and training which will permit all citizens to maximize their social and intellectual potential and thereby improve the quality of their lives.

Accordingly, the Commission sought input from individuals, community groups, students, faculty, administrators, representatives from local and national education organizations, business leaders, clergy, college presidents, analysts, parents, and teachers.

For any plan to succeed, for any recommendations to be implemented, the process of engagement should continue. The recommendations of the Commission, which emerged as a result of input from all segments of the community, should be returned to the community for dialogue, discussion, development and implementation.

The Commission recommends that there be a series of meetings scheduled to discuss the Commission's report with members of the clergy, community groups, Advisory Neighborhood Commissions, PTA's, alumni groups, business leaders, and education groups to discuss the work of the Commission in more detail.

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